

February 1990

HOMELESSNESS

McKinney Act Programs and Funding for Fiscal Year 1989



**Comptroller General
of the United States**

B-229004

February 16, 1990

To the President of the Senate and the
Speaker of the House of Representatives

The Stewart B. McKinney Homeless Assistance Act (P.L. 100-77, July 1987) and its subsequent amendments (P.L. 100-628, Nov. 1988) were enacted to respond to a crisis facing a growing number of individuals and families in the United States—the lack of shelter and other supportive services. The McKinney Act represented Congress' effort to establish a comprehensive program of assistance for these individuals.

Section 102(a) of the Stewart B. McKinney Homeless Assistance Amendments Act of 1988 directed that we report annually to the Congress on the status of programs authorized under the act. This report provides a legislative history of the McKinney Act; a description of each McKinney Act program; and the amount of money provided under each program, by state, for fiscal year 1989. While this report focuses on the current status of the McKinney Act programs, our future work will report on the effectiveness of these programs in meeting the needs of the homeless.

Results in Brief

The McKinney Act authorized 20 homeless assistance programs that were to provide funds for direct services to the homeless, although two of these programs were later removed from the McKinney Act's authorization and reauthorized under the Hunger Prevention Act of 1988. In addition, the act (1) contained a requirement for jurisdictions to develop and submit a Comprehensive Homeless Assistance Plan (CHAP)—a document that outlines a strategy for using federal, state, and local resources to assist the homeless; (2) authorized the Surplus Property Program, which makes underutilized federal property available to assist the homeless; and (3) created the Interagency Council on the Homeless to coordinate the federal programs.

For fiscal years 1987-89, the Congress authorized about \$1.7 billion and appropriated about \$1.1 billion for the McKinney Act programs. The Federal Emergency Management Agency's (FEMA) Emergency Food and Shelter Program, which provides food and shelter services on an emergency basis to needy individuals, received the most funding of any of the homeless assistance programs for this time period—around \$365 million. The amount of funding received by the remaining 17 programs for fiscal years 1987-89 ranged from a total of \$3.8 million to \$114.5 million.

Of the 18 McKinney Act programs, 6 provided funds through a formula or block grant-type process; 10 used a competitive process; and 2 had received no funding through fiscal year 1989.

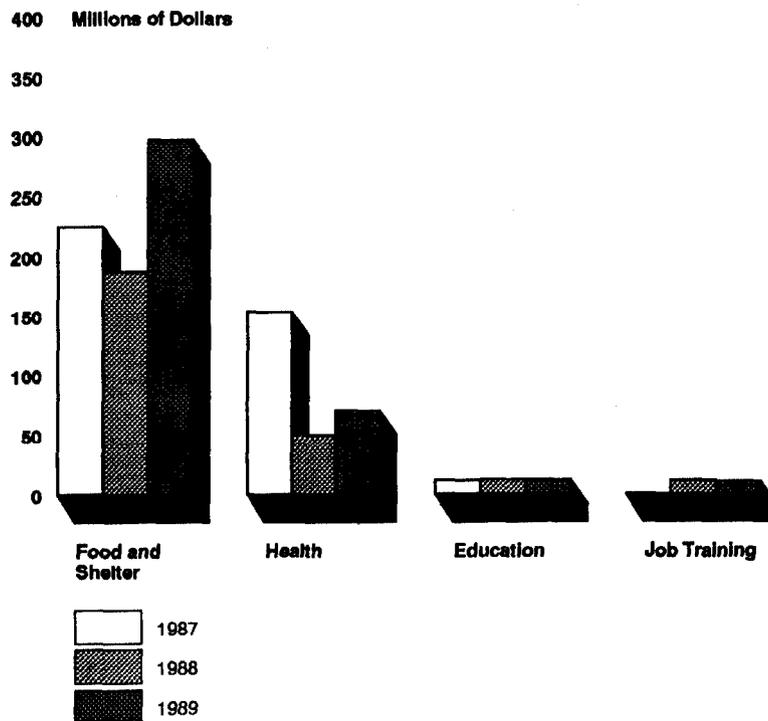
McKinney Act Programs

The McKinney Act's homeless assistance programs help the homeless by providing emergency food and shelter, transitional and permanent housing, primary health care services, mental health care, alcohol and drug abuse treatment, education, and job training. The McKinney Act also (1) contained a requirement for jurisdictions—applying for homeless assistance programs administered by the Department of Housing and Urban Development (HUD)—to develop and submit a CHAP; (2) authorized the Surplus Property Program, which establishes procedures by which agencies identify suitable underutilized and unused property that may be used to assist the homeless; and (3) created the Interagency Council on the Homeless, an independent organization within the executive branch that is responsible for coordinating homeless assistance programs at the various federal agencies. The McKinney Act programs are administered by several agencies including HUD and the Departments of Health and Human Services (HHS), Labor, Education, and Veterans Affairs (VA); FEMA; and the General Services Administration (GSA).

McKinney Act Funding

For fiscal year 1989, the Congress authorized about \$640 million for the McKinney Act programs and appropriated about \$390 million. In total, the Congress has authorized about \$1.7 billion and appropriated about \$1.1 billion for the McKinney Act programs since July 1987. As figure 1 shows, about \$800 million of the appropriated funds—about 70 percent—have gone to provide food and shelter assistance. (Shelter assistance includes funds for emergency shelter programs as well as for HUD's transitional and permanent housing programs.) The remaining amount is divided between health (25 percent), education (3 percent), and job-training (2 percent) aid. FEMA's Emergency Food and Shelter Program has received more funding than any other homeless assistance program over the last 3 years—about \$365 million. (App. I shows the breakdown of the amount of funds authorized and appropriated to each program for fiscal years 1987-89.)

Figure 1: Funding for Homeless Assistance Programs by Category of Assistance, 1987-89



Sixteen of the McKinney Act programs received appropriations between fiscal years 1987-89 and, in turn, provided funds to organizations that assisted the homeless. Of the 16, 6 programs provided funds by a formula or block grant-type process, while the remaining 10 used a competitive process.

This report does not provide information on four McKinney Act programs. Two of these programs, the Temporary Emergency Food Assistance Program and the Food Stamp Outreach Program, were amended under the original McKinney Act but subsequently extended under the Hunger Prevention Act of 1988 (P.L. 100-435), and thus, were not encompassed by our reporting mandate. The remaining two programs were reauthorized by the McKinney Act Amendments of 1988, but one has never received an appropriation through fiscal year 1989 and the other was not authorized until fiscal year 1990. These two programs are, respectively, the Exemplary Education Grants Program, administered by the Department of Education; and the Emergency Assistance Demonstration Program, administered by HHS. Because, at the time of our

review, the two departments had not developed guidance pertaining to either program, we have not included a description of how they work in this report.

Appendix II provides the legislative history of the McKinney Act. Appendixes III through X explain how each program works and provide funding data for fiscal year 1989, by state. Appendix XI presents each state's total amount of funds received from all McKinney Act programs for fiscal year 1989. Appendix XII is a map illustrating the regional distribution of fiscal year 1989 McKinney Act funds.

We conducted our review from May to October 1989 at the responsible agencies' headquarters in Washington, D.C. On the basis of our discussions with the Senate Committee on Banking, Housing, and Urban Affairs and the House Committee on Banking, Finance, and Urban Affairs, we agreed to provide a legislative history of the McKinney Act, a summary of how each McKinney Act program works, and the amount of funds provided under them. To gather program and funding information, we talked with program managers and budget officials, and analyzed relevant program guidance, documents, and studies. However, in that our mandate was to provide a general overview of the programs, we did not independently determine agencies' compliance with their program guidance and regulations nor did we independently verify the funding data provided to us.

We discussed the information presented in this report with the agency officials responsible for each program and incorporated their comments and suggestions where appropriate. We did not obtain written comments.

Copies of this report are being sent to interested congressional committees; the Secretaries of HUD, HHS, Labor, VA, and Education; the Directors of FEMA and the Office of Management and Budget; and the Administrator of General Services. This work was performed under the direction of John M. Ols, Jr., Director of Housing and Community Development

Issues, Resources, Community, and Economic Development Division
(202) 275-5525. Other major contributors are listed in appendix XIII.

Charles A. Bowsher

Charles A. Bowsher
Comptroller General
of the United States

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Figure 1: Funding for Homeless Assistance Programs by Category of Assistance, 1987-89

Abbreviations

ADAMHA	Alcohol, Drug Abuse, and Mental Health Administration
AFDC	Aid to Families With Dependent Children
AIDS/HIV	Acquired Immunodeficiency Syndrome/Human Immunodeficiency Virus
CCNV	Community for Creative Non-Violence
CDBG	Community Development Block Grant
CHAP	Comprehensive Housing Assistance Plan
CSBG	Community Services Block Grant
DCHV	Domiciliary Care for Homeless Veterans
EFS	Emergency Food and Shelter (Program)
EHP	Emergency Community Services Homeless Grant Program
ESG	Emergency Shelter Grants (Program)
ETA	Employment and Training Administration
FEMA	Federal Emergency Management Agency
GAO	General Accounting Office
GSA	General Services Administration
HCMI	Homeless Chronically Mentally Ill (Veterans Program)
HRSA	Health Resources and Services Administration
HHS	Department of Health and Human Services
HUD	Department of Housing and Urban Development
HVRP	Homeless Veterans Reintegration Project
NIAAA	National Institute on Alcohol Abuse and Alcoholism
OCS	Office of Community Services
PHA	Public Housing Authority
RFP	request for proposal
SAFAH	Supplemental Assistance for Facilities to Assist the Homeless (Program)
SHDP	Supportive Housing Demonstration Program
SRO	single-room occupancy
TEFAP	Temporary Emergency Food Assistance Program
THDP	Transitional Housing Demonstration Program
VA	Department of Veterans Affairs
VAMCs	Department of Veterans Affairs Medical Centers
VISTA	Volunteers in Service to America

Authorizations and Appropriations for McKinney Act Programs, Fiscal Years 1987-89

Dollars in millions						
Agency	1987		1988		1989	
	Auth. ^a	Appro. ^b	Auth. ^a	Appro. ^b	Auth. ^a	Appro. ^b
Department of Housing and Urban Development						
Comprehensive Homeless Assistance Plans	NA ^c	NA ^c	NA ^c	NA ^c	NA ^c	NA ^c
Emergency Shelter Grants Program	\$110.0	\$60.0	\$120.0	\$8.0	\$120.0	\$46.5
Section 8 Moderate Rehabilitation Assistance	35.0	35.0	35.0	0.0 ^g	50.0	45.0
Supportive Housing Demonstration Program	85.0	85.0	100.0	64.3	100.0	80.0
Supplemental Assistance for Facilities	25.0	15.0	25.0	0.0	10.0	0.0
Subtotal	255.0	195.0	280.0	72.3	280.0	171.5
Federal Emergency Management Agency						
Emergency Food and Shelter Program	85.0	125.0 ^e	124.0	114.0	129.0	126.0 ^e
Subtotal	85.0	125.0	124.0	114.0	129.0	126.0
Department of Health and Human Services						
Demonstration Projects for Alcohol and Drug Abuse	10.0	9.2 ^f	0.0 ^g	0.0 ^g	14.0	4.5 ^f
Mental Health Services Demonstration Projects	10.0	9.3 ^f	0.0 ^g	0.0 ^g	11.0	4.6 ^f
Mental Health Services Block Grant	35.0	32.2 ^f	^h	11.5 ^f	35.0	14.1 ^f
Emergency Community Services Homeless Grant Program	40.0	36.6	40.0	19.1 ^f	42.0	18.9 ^f
Health Care for the Homeless Program	50.0	46.0	30.0	14.3 ^f	61.2	14.8 ^f
Emergency Assistance Demonstration Program	^d	^d	^d	^d	^d	^d
Subtotal	145.0	133.3	70.0	44.9	163.2	56.9
Department of Veterans Affairs						
Homeless Chronically Mentally Ill Veterans	5.0	10.0 ^e	6.0	0.0 ^g	36.0 ⁱ	13.3
Domiciliary Care for Homeless Veterans	15.0	15.0	0.0 ^g	0.0 ^g	^j	0.0 ^g
Subtotal	20.0	20.0	6.0	0.0	36.0	13.3
Department of Education						
Adult Education for the Homeless	7.5	6.9	10.0	7.2 ^f	10.0	7.1 ^f
Education for Homeless Children and Youth	5.0	4.6	5.0	4.6	5.0	4.8
Exemplary Education Grants	0.0	0.0	2.5	0.0	2.5	0.0
Subtotal	12.5	11.5	17.5	11.8	17.5	12.0
Department of Labor						
Homeless Veterans Reintegration Projects	0.0	0.0	2.0 ⁱ	1.9 ^j	2.2 ⁱ	1.9 ^j
Job Training Demonstration Program	0.0	0.0	10.0	7.6	10.8	7.6
Subtotal	2.0	0.0	12.0	9.5	13.0	9.5

(continued)

**Appendix I
 Authorizations and Appropriations for
 McKinney Act Programs, Fiscal Years 1987-89**

Agency	1987		1988		1989	
	Auth. ^a	Appro. ^b	Auth. ^a	Appro. ^b	Auth. ^a	Appro. ^b
Independent Council						
Interagency Council on the Homeless	0.2	0.0	2.5	0.95 ^e	1.1	1.1
Subtotal	0.2	0.0	2.5	0.95	1.1	1.1
General Services Administration						
Surplus Property Program	NA ^c	NA ^c	NA ^c	NA ^c	NA ^c	NA ^c
Total	\$517.7	\$484.8	\$512.0	\$253.45	\$639.8	\$390.3

Note: Grand total authorized: \$1.7 billion. Grand total appropriated: \$1.1 billion.

^aAuth. = authorized.

^bAppro. = appropriated.

^cNA = Not applicable.

^dThis program was not authorized until fiscal year 1990.

^eThis figure includes funds transferred from other appropriation accounts.

^fThe appropriation for this program was contained in a larger lump-sum amount.

^gNo funds were specifically earmarked for this program, but a lump-sum appropriation was available for it and other authorized activities.

^hPublic Law 100-77 authorized "such sums as may be necessary."

ⁱThese funds were earmarked in authorizations and appropriations for the Department of Labor's Job Training for the Homeless Program.

^jPublic Law 100-628 provided \$30 million as a joint authorization for both Department of Veterans Affairs' homeless assistance programs.

Legislative History of the Stewart B. McKinney Homeless Assistance Act

In the early 1980s, the plight of the nation's homeless began receiving increased attention. As homeless individuals became more visible and public awareness of their problem grew, the Congress began debating the question of how active a role the federal government should play in helping the homeless.

The 100th Congress responded to the problem of homelessness in June 1987 by enacting the Stewart B. McKinney Homeless Assistance Act (P.L. 100-77). The McKinney Act was Congress' response to concerns about both the urgency of the homelessness crisis and the diverse needs of the homeless. The McKinney Act was the first comprehensive homeless assistance law. Prior to the act, federal support to alleviate the problems of the homeless had been largely targeted to meeting their immediate needs for food and shelter through various agencies and programs.

Early Efforts Focus on Emergency Food and Shelter Assistance

In December 1982, the House Committee on Banking, Finance and Urban Affairs held the first major hearing to examine the appropriate role for the federal government to assist homeless individuals and explored the efforts at the state and local level. Advocates on behalf of the homeless, representatives of private voluntary organizations providing food and shelter, and state and local officials expressed strong support for greater federal involvement.

Shortly thereafter, the Congress enacted the Emergency Jobs Appropriation Act (P.L. 98-8) in response to the high unemployment rates during the winter of 1982-83. This law provided additional funds to public works and income transfer programs such as the Women, Infants, and Children's Supplemental Nutrition Program and unemployment insurance assistance. It also created an emergency shelter program specifically to aid the homeless, appropriating \$50 million to the Federal Emergency Management Agency (FEMA) to distribute to public and private organizations providing emergency food and shelter. The Emergency Food and Shelter (EFS) Program was created because of reports that emergency service providers in both the private charitable and local government sectors were overwhelmed by the demand for services to the hungry and homeless. FEMA's EFS program continued to receive appropriations for the next 4 years, including \$40 million in November 1983, \$70 million in August 1984 (which extended the program into fiscal year 1985), an additional \$20 million in 1985, and \$70 million in fiscal year 1986.

Recognizing an increase in the number of individuals needing food assistance, the Congress added a provision to the Emergency Jobs Appropriations Act to expand a Department of Agriculture program that provided surplus commodities for low-income households—the Temporary Emergency Food Assistance Program (TEFAP). TEFAP provided surplus commodities such as cheese, butter, nonfat dry milk, rice, flour, honey, and cornmeal, packaged in 1- to 5-pound quantities, to homeless shelter providers.

Continuing these federal efforts, the Secretary of Housing and Urban Development, in February 1983, announced his intention of “expediting the use of Community Development Block Grant (CDBG)” funds to meet the needs of the homeless as identified by local communities. This resulted in efforts to notify CDBG grantees about the possible uses of this money for such things as acquiring and rehabilitating buildings to be used as shelters for the homeless. By January 1985, the Department of Housing and Urban Development (HUD) reported that \$53 million in CDBG funds had been used to help the homeless over the previous 2 years (1983 and 1984).

In October 1983, an interagency task force was created in the Department of Health and Human Services (HHS) to cut red tape and act as a “broker” between the federal government and the private sector for making available federal facilities that might be used to assist the homeless. During that same year, the General Services Administration (GSA) agreed that the Community for Creative Non-Violence (CCNV), a Washington, D.C.-based advocacy group and shelter provider, could establish an 800- to 1,000-bed shelter in an empty building on a temporary basis, which later was provided to CCNV on a permanent basis to establish a model shelter for the homeless in Washington, D.C. In fiscal year 1984, the Congress earmarked \$8 million of the Department of Defense’s appropriation to make military facilities available to house the homeless.

Legislation Goes Beyond Emergency Needs of the Homeless

In October 1986, the Congress adopted the Homeless Housing Act of 1986 (Conference Report H.R. 5313, enacted by section 101(g) of P.L. 99-591). This law defined the homeless as “families and individuals who are poor and have no access to either traditional or permanent housing.” The act provided \$15 million to HUD to be distributed between an emergency shelter grant program and a program to fund demonstration projects to provide transitional housing for homeless persons (HUD’s Emergency Shelter and Supportive Housing Programs). The transitional

housing program grew out of the concern that homeless persons needed assistance to leave the shelters, find permanent housing, and lead independent lives. Transitional housing funds could also be used to provide supportive services, such as assistance in obtaining permanent housing, medical care, psychological counseling, and employment assistance.

In addition to providing federal funds for more permanent shelter, the Congress sought to assist the homeless through the modification of existing laws to allow homeless persons easier access to existing federal entitlement programs. For example, the Food Security Act of 1985 (P.L. 99-198) contained a provision directing state agencies administering the Food Stamp Program to develop a method of certifying and issuing coupons to eligible households that do not reside in permanent dwellings or who do not have fixed mailing addresses. In addition, the Congress enacted the Homeless Eligibility Clarification Act (P.L. 99-570) in October 1986, which provided for the delivery of identification cards, payments, and benefits provided by the Food Stamp, Medicaid, Aid to Families With Dependent Children, and Supplemental Security Income Programs to persons who do not reside in permanent dwellings and who have no fixed mailing addresses. The law also made homeless individuals eligible for assistance under federal veterans assistance programs and the Job Training Partnership Act.

100th Congress Expands Homeless Assistance Programs, Enacts the McKinney Act (P.L. 100-77)

Although by 1987 congressional actions had expanded the federal role to assist the homeless through various agency programs, many believed that a more comprehensive effort was needed. Thus, when the 100th Congress convened in January 1987, legislative proposals to expand assistance to the homeless were among the first items on the agenda.

One of the first actions the 100th Congress took was to enact an emergency appropriation measure for FEMA's EFS Program. In February 1987, the Congress enacted a law (P.L. 100-6) transferring \$50 million from FEMA's disaster relief program to the EFS Program. In addition, \$5 million of the \$50 million transferred to FEMA was appropriated to the Department of Veterans Affairs (VA) for its Homeless Chronically Mentally Ill Veterans Program, a community-based psychiatric residential treatment program for veterans.

In 1987 the Congress introduced several bills to broaden the federal role in helping the homeless. The legislation that eventually became law was H.R. 558, the Urgent Relief for the Homeless Act, introduced by Representative Thomas Foley on January 8, 1987, and cosponsored by 110

Members of Congress. H.R. 558 authorized several programs involving various federal agencies. Programs included (1) health care; (2) community-based mental health services for homeless individuals who are chronically mentally ill; (3) emergency shelter; (4) transitional housing, especially for the elderly and homeless families with children; (5) community services to provide follow-up and long-term services; (6) job and literacy training; (7) permanent housing for handicapped homeless persons; and (8) grants for groups to renovate, convert, purchase, lease, or construct facilities. In response to concerns that overall responsibility for homelessness programs was spread among several agencies, the Congress created the Interagency Council on the Homeless, an independent council to coordinate federal homeless assistance programs.

Hearings on H.R. 558 were held in February 1987, after which both the House and Senate moved quickly to pass separate homeless assistance packages. On March 5, 1987, the House passed H.R. 558; on April 9, 1987, the Senate amended and passed H.R. 558. In June, both the House and Senate approved the conference report, and the President signed the McKinney Act (P.L. 100-77) on July 22, 1987. Public Law 100-77 authorized programs for fiscal years 1987 and 1988. The legislation was entitled in honor of the dedication and work for homeless and disadvantaged persons put forth by Representative Stewart B. McKinney of Connecticut, who died on May 7, 1987.

Public Law 100-77 authorized a total of 20 homeless assistance programs for fiscal years 1987 and 1988, including the Surplus Property Program, the Interagency Council on the Homeless, and a requirement for submitting a comprehensive planning document to apply for HUD's programs. The legislation also extended the TEFAP program until September 30, 1988, and expanded the commodities available for distribution under this program. The law also amended the Food Stamp Act of 1977, allowing federal funding for state outreach efforts to provide information to homeless persons about applying for food stamps.

The McKinney Act Is Reauthorized (P.L. 100-628)

During the second session of the 100th Congress, the McKinney Act was reauthorized for fiscal years 1989 and 1990 (P.L. 100-628). The reauthorization included funding authority for a total of 21 homeless assistance programs. This included extending the Surplus Property Program and the Interagency Council on the Homeless, and keeping HUD's homeless assistance planning document requirement. It also authorized funds for two VA medical programs for homeless veterans and a program to aid homeless families who receive Aid to Families With Dependent

Appendix II
Legislative History of the Stewart B.
McKinney Homeless Assistance Act

Children (AFDC) benefits. In addition, two programs previously included under the original McKinney Act were removed from the act and reauthorized under the Hunger Prevention Act (P.L. 100-435)—TEFAP and the Food Stamp Outreach Program.

On March 31, 1988, Representative Bruce Vento introduced H.R. 4352 to reauthorize the McKinney Act programs. The House approved this legislation on August 3, 1988, and the Senate approved an amended version on September 28. In reauthorizing the McKinney Act, the House considered and rejected, by a slim margin, an amendment to convert the HUD homeless assistance programs to a block grant. The conference report on the legislation was approved in October, and the President signed the bill (P.L. 100-628) into law on November 7, 1988.

Homeless Assistance Programs of the Department of Housing and Urban Development

This appendix provides information on the following McKinney Act homeless assistance programs administered by HUD: Comprehensive Homeless Assistance Plan (CHAP), Emergency Shelter Grants (ESG), Section 8 Moderate Rehabilitation Program for Single-Room Occupancy (SRO) Dwellings for Homeless Individuals, Supportive Housing Demonstration Program (SHDP), and Supplemental Assistance for Facilities to Assist the Homeless (SAFAH).

Comprehensive Homeless Assistance Plan

Description of the Requirement

The Comprehensive Homeless Assistance Plan is a document that must be submitted annually by any state, city, or urban county applying for funds under HUD's homeless assistance programs. These programs, discussed later in this appendix, include the ESG Program, the Section 8 Moderate Rehabilitation for SRO Dwellings for Homeless Individuals Program, the SHDP, and the SAFAH Program.

CHAP's purpose is to require state and local jurisdictions to examine their existing facilities and resources for providing homeless assistance, assess the special needs of the existing homeless population, and then develop a strategy by which federal homeless assistance programs can supplement or expand on already available services. Each CHAP must be approved by HUD before a state or local jurisdiction can apply for funds under HUD's homeless assistance programs.

A CHAP must provide the following information:

- An explanation of the need for assistance provided by any or all of HUD's homeless assistance programs.
- A brief inventory of the facilities and services that assist the homeless in that particular jurisdiction.
- The jurisdiction's strategy to match the needs of its homeless population with the existing services and facilities as well as to recognize special needs of certain groups such as the elderly or veterans.
- An explanation of how the homeless assistance sought from HUD will complement the services already provided by the jurisdiction.

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- Assurances that each grantee will administer, in good faith, a policy designed to ensure a drug- and alcohol-free facility.
 - The name, address, and telephone number of a person who will provide a single point of contact for information regarding the contents of the CHAP.

In addition to the above requirements, the states must provide a description of how they will coordinate any job-training demonstration programs provided under the Department of Labor's homeless assistance programs (see app. VIII) with the state's other homeless services. States must also exchange their CHAP with local jurisdictions to improve coordination of state and local assistance. Also, each jurisdiction that has an approved CHAP must annually review its progress toward implementing the plan and submit a report on its progress. The report must respond to any recommendations made by HUD regarding the jurisdiction's performance.

CHAPs are due to the responsible HUD field office, where they are reviewed for approval, by October 1 of each year.¹ Annual performance reports are required by May 31 of each year and cover the period between the last report and April 30 of the reporting year.

Emergency Shelter Grants Program

How the Program Works

ESG allocates funds to help improve the quality of emergency shelters for the homeless; make available additional emergency shelters; and meet the costs of operating emergency shelters and providing essential social services to homeless individuals, including activities to prevent homelessness. Projects funded under this program may use the money for (1) renovating, rehabilitating, or converting buildings for emergency shelters; (2) paying for maintenance, certain operating expenses, insurance, utilities, and furnishings; and (3) preventing homelessness by providing financial assistance to eligible families to help pay utility services, security deposits, or back rent. In addition, up to 20 percent of ESG funds may be used to provide essential social services including employment assistance, health care, drug abuse treatment, or education.

¹In fiscal year 1989, CHAPs were due to HUD by Feb. 13, 1989.

Each recipient of ESG funds must match the federal share on a dollar-for-dollar basis.

Decision Process for Providing Funds

As required by the McKinney Act, HUD uses the Community Development Block Grant formula to determine which states, metropolitan cities, urban counties, and territories are eligible to apply for the program funds and how much each of them will receive.

The CDBG formula is really two formulas, and state and local jurisdictions are entitled to an allotment based on the one which yields the larger amount of money. The first formula consists of weighted factors of the jurisdiction's population, population below the poverty level, and the number of housing units in each jurisdiction with one or more persons per room. The second is based on weighted factors of the jurisdiction's population in poverty, the number of pre-1940 housing units, and a jurisdiction's lag in population growth rate.

Allocations are divided into two categories: funds that go directly to the states and funds that go directly to localities in each state. Cities or counties that did not qualify to receive ESG funds directly may obtain funds from the amount provided to the state. While states must distribute all of their funds to local governments and/or private nonprofit organizations (whose projects are approved by the local government), local governments have the option of distributing all or only a portion of their funds.

To receive funding, a state, urban county, or metropolitan city must submit an application as well as develop, and have approved by HUD, a CHAP which includes a description of the need for assistance under the ESG program and the manner in which ESG assistance will complement homeless services already available. Nonprofit organizations are not required to prepare a CHAP.

HUD reallocates funds originally allocated to those states, territories, cities, and counties that fail to have their request for ESG funds or their CHAP approved.

Table III.1 shows the amount of money authorized and appropriated for fiscal years 1987-89. Table III.2 shows the total amount of funds provided for fiscal year 1989 by state/territory (including the District of Columbia and the Commonwealth of Puerto Rico).

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Homeless Assistance Programs of the
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Table III.1: Funds Authorized and Appropriated for the Emergency Shelter Grants Program

Dollars in millions			
Funding	Fiscal year		
	1987	1988	1989
Authorized	\$110	\$120	\$120.0
Appropriated	60	8	46.5

Table III.2: Emergency Shelter Grants Program—Funds Provided for Fiscal Year 1989 by State/Territory

State/territory ^a	Amount
Alabama	\$742,000
Alaska	51,000
American Samoa	12,000
Arizona	450,000
Arkansas	387,000
California	4,740,000
Colorado	410,000
Connecticut	541,000
Delaware	101,000
District of Columbia	261,000
Florida	1,874,000
Georgia	968,000
Guam	37,000
Hawaii	215,000
Idaho	116,000
Illinois	2,503,000
Indiana	917,000
Iowa	531,000
Kansas	365,000
Kentucky	675,000
Louisiana	883,000
Maine	225,000
Maryland	749,000
Massachusetts	1,406,000
Michigan	1,860,000
Minnesota	754,000
Mississippi	512,000
Missouri	985,000
Montana	108,000
Nebraska	250,000
Nevada	117,000
New Hampshire	144,000
New Jersey	1,506,000

(continued)

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State/territory^a	Amount
New Mexico	213,000
New York	4,908,000
North Carolina	853,000
North Dakota	94,000
Ohio	2,184,000
Oklahoma	395,000
Oregon	378,000
Pennsylvania	3,017,000
Puerto Rico	1,626,000
Rhode Island	225,000
South Carolina	517,000
South Dakota	114,000
Tennessee	751,000
Texas	2,788,000
Utah	248,000
Vermont	89,000
Virgin Islands	32,000
Virginia	765,000
Washington	668,000
West Virginia	344,000
Wisconsin	838,000
Wyoming	48,000
Total	\$46,490,000

^aThese amounts are a total of funds provided directly to the state or territory, plus those provided directly to localities in the states.

Section 8 Moderate Rehabilitation Program for Single- Room Occupancy Dwellings for Homeless Individuals

How the Program Works

This program is designed to provide funds for moderate rehabilitation to owners of rehabilitated SRO housing through rental assistance to homeless persons residing in these buildings. An SRO is a one-room unit in a multiunit structure. It is occupied by a single, eligible individual capable

of independent living. Under the McKinney Act, homeless individuals have highest priority for occupancy in SRO units, although other individuals would be eligible to live in these units as well.

Under this program, a building owner who rehabilitates a substandard property for SRO units receives guaranteed Section 8 rental assistance for the tenants. A Public Housing Authority (PHA) pays the owner the difference between the fair market rent of a unit and that portion payable by the tenant, which is 30 percent of a tenant's adjusted annual income. In such projects, the monthly rent for each unit includes, among other things, the rehabilitation costs borne by the owner.

HUD and a PHA enter into an annual contribution contract that guarantees the availability of funds for rental assistance and for the PHA's administrative costs. Once a housing authority secures a contract from HUD, it then executes a contract with the owner. The contract establishes the conditions under which rental assistance will be paid following the completion of the rehabilitation. PHAs must also engage in an active outreach effort in order to make known the availability of the program to homeless persons and ensure that needed supportive services are provided.

Decision Process for Providing Funds

HUD makes this funding available through a competitive process to those PHAs which best demonstrate a need for the assistance and the ability to undertake and carry out the program. In applying to this program, PHAs must

- describe the size and characteristics of the population within their jurisdiction that would occupy SRO dwellings;
- list additional commitments from public and private sources that they might be able to provide in connection with the program;
- provide a description of suitable housing stock to be rehabilitated with such assistance; and
- describe the interest that has been expressed by builders, developers, and others in participating in the program.

PHAs must also submit additional information on such things as scheduled completion dates for project development, their experience in administering Section 8 assistance and other assisted housing rehabilitation programs, and the type of financing the owner will use.

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Once HUD receives the applications, it conducts an environmental review on all of them and ranks the applications on the basis of a combination of factors such as the need for assistance as demonstrated by the PHA and the PHA's ability to undertake the project. The highest ranked projects are the ones that receive funding.

Table III.3 shows the amount of money authorized and appropriated for this program for fiscal years 1987-89. Table III.4 shows the total amount of funds provided for fiscal year 1989 by state/territory.

Table III.3: Funds Authorized and Appropriated for the Section 8 Moderate Rehabilitation Program for Single-Room Occupancy Dwellings for Homeless Individuals

Dollars in millions			
Funding	Fiscal year		
	1987	1988	1989
Authorized	\$35	\$35	\$50
Appropriated	35	0 ^a	45

^aNo funds were specifically earmarked for this program. However, P.L. 100-202 provided \$496 million for HUD's Section 8 Moderate Rehabilitation Program which, to the extent of the \$35 million authorization, could have been used for the Section 8 SRO Program.

Table III.4: Section 8 Moderate Rehabilitation Program for Single-Room Occupancy Dwellings for Homeless Individuals—Funds Provided for Fiscal Year 1989 by State

State	Amount
Arizona	\$1,492,080
California	3,816,000
Florida	4,486,320
Kentucky	665,280
Louisiana	1,407,600
Maryland	253,200
Massachusetts	2,963,520
Minnesota	2,970,000
New York	1,025,280
Oregon	4,887,840
Rhode Island	3,758,400
South Carolina	3,772,800
Tennessee	456,960
Texas	2,798,400
Vermont	1,306,800
Virginia	1,330,320
Washington	4,268,160
West Virginia	1,628,160
Wisconsin	1,709,040
Total	\$44,996,160

Supportive Housing Demonstration Program

How the Program Works

SHDP makes funds available to state, local, and nonprofit organizations for projects providing housing and supportive services to homeless persons, including those with special needs such as the handicapped. The program provides funds for two types of assistance: (1) transitional housing to facilitate the movement of homeless individuals to independent living and (2) permanent housing for handicapped homeless persons. The program serves homeless individuals, deinstitutionalized homeless individuals, individuals with mental disabilities, families with children, and families where the head of the household is mentally ill.

Transitional Housing Demonstration Program

The Transitional Housing Demonstration Program (THDP) is designed to develop innovative approaches to help homeless persons make the transition into independent living by providing them with housing and supportive services. It serves families with children and individuals with mental disabilities for up to 24 months. The support services provided range from employment assistance, job training, and job placement to mental health care, child care, and case management. In addition, some projects also provide legal assistance, child care, and transportation to and from work sites.

The program provides assistance for

- advances of up to \$200,000 (or up to \$400,000 in high-cost areas) to cover the costs of acquisition, and substantial rehabilitation or moderate rehabilitation of existing structures, including repayment of outstanding debt, subject to a dollar-for-dollar match from nonfederal sources;
- grants of up to \$200,000 (\$400,000 in high-cost areas) for moderate rehabilitation of existing structures, subject to a dollar-for-dollar match from nonfederal sources;
- up to 75 percent (50 percent in fiscal year 1989) of the operating costs of a transitional housing project;
- technical assistance in establishing and operating transitional housing and providing supportive services to the residents; and
- grants for establishing and operating an employment assistance program for the residents of a transitional housing project.

Eligible proposals include new projects or the expansion of existing projects. Expansion projects must include a substantial increase in the number of persons served or in the level of supportive services provided, or a substantial change in the use of existing facilities. The recipients of transitional housing grants are required to provide housing and support services for a minimum of 10 years. However, advances are forgiven incrementally, and after 20 years of use for supportive housing, there is no obligation to repay any part of the advance.

Decision Process for Providing Funds

Applications received for fiscal year 1989 funds were reviewed jointly by the Supportive Housing Demonstration Program staff in HUD headquarters and staff in HUD's regional offices. Eligible applicants include states; metropolitan cities; urban counties; governmental entities, such as public housing authorities; Indian tribes; and private, nonprofit organizations.

The application process works as follows. First, in order for an application to get ranked, applicants must satisfy threshold criteria, which are

- their ability to demonstrate eligibility to receive assistance, including financial responsibility, capacity to carry out activities, and legal authority;
- their ability to match HUD funds with an equal amount from other sources;
- a demonstration that an unmet need for the proposed transitional housing exists in the area to be served;
- a demonstration that no assistance under THDP will be used to replace funds already being provided by a state or local government assistance program to assist handicapped persons, homeless individuals, or handicapped homeless persons during the calendar year preceding the date of the application;
- a demonstration of proposal feasibility; and
- an environmental impact review, if appropriate.

Applications that fulfill each of the threshold requirements are scored and ranked on the basis of

- an applicant's relative ability to carry out activities under the program within a reasonable time and in a successful manner;
- the innovative quality of the proposal;

-
- the extent to which the applicant will use other public or private entities to provide appropriate supportive services to the residents, or if the services are provided directly by the applicant, the extent to which the applicant will provide the services with funds from other sources or has demonstrated that the services are not available to the residents from other sources;
 - the extent to which the applicant proposes to match the amount of SHDP assistance on more than a dollar-for-dollar basis;
 - the cost effectiveness of the program;
 - the extent to which a proposed project contains an employment assistance program; and
 - the extent to which the applicant has control of the site.

In the final stage of the selection process, the highest ranked applications are considered for final selection in accordance with their rank order.

Permanent Housing Program for Handicapped Homeless Persons

The Permanent Housing Program for Handicapped Homeless Persons, which provides the same types of assistance as THDP, funds projects that provide community-based, long-term housing and supportive services for handicapped homeless persons. The program serves mentally and physically disabled individuals, deinstitutionalized individuals, and families in which the head of the family is handicapped.

Housing projects must either be group homes designed solely for housing handicapped homeless persons or rental units in a multifamily housing project, condominium project, or cooperative project. These housing projects are required to be integrated into the neighborhoods where they are located, and they may not be clustered unless the Secretary waives this requirement. As with the Transitional Housing Program, the recipients of Permanent Housing funds are required to operate the project for at least 10 years.

Decision Process for Providing Funds

Application requirements for this program are basically the same as those for the THDP. The primary difference is that the application for permanent housing is prepared by both the state and the organization responsible for administering the project. States apply for funding on behalf of these project sponsors, which are generally private, nonprofit organizations. In addition, the 1988 McKinney Act Amendments allowed public housing authorities to be project sponsors.

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HUD's review process is similar to that done for the Transitional Housing Program in that applications must first meet the same threshold requirements and other ranking criteria. In addition, as part of the threshold criteria, an applicant must match at least 50 percent of the operating costs with funds from nonfederal sources. However, for this program, no more than one-half of their match can come from local sources. The match can include state and local agency funds, salaries paid to program staff from a nonfederal source, the value of volunteer time and services, and donations of buildings and materials. Permanent housing applicants are not required to establish employment assistance programs.

Table III.5 shows the amounts authorized and appropriated for the program for fiscal years 1987-89. Tables III.6 and III.7 show the amount of funds provided in fiscal year 1989 to each state (including the District of Columbia).

Table III.5: Funds Authorized and Appropriated for the Supportive Housing Demonstration Program

Dollars in millions			
Funding	Fiscal year		
	1987	1988	1989
Authorized	\$85	\$100.0	\$100
Appropriated	85	64.3 ^a	80 ^b

^aThe SHDP was appropriated \$65 million, but \$750,000 was transferred to the Interagency Council on the Homeless.

^bFor fiscal year 1989, HUD had about \$110 million to obligate for the SHDP. These additional funds, over and above their appropriation, resulted from (1) the carryover of unobligated amounts from fiscal years 1987-88 for the Permanent Housing Program (because of an insufficient number of applications) and (2) recovered funds in THDP from recipients who have been unable to use their funds.

From the total amount of funds appropriated each year for SHDP, the McKinney Act requires HUD to set aside not less than \$15 million each year for permanent housing for handicapped homeless individuals and at least \$20 million for transitional housing for homeless families with children.

Table III.6: Supportive Housing Demonstration Program—Funds Provided for Fiscal Year 1989 by State for Transitional Housing

State	Amount
Alabama	\$46,822
Arizona	1,495,605
Arkansas	892,400
California	10,925,716
Colorado	1,806,270
Connecticut	3,629,910

(continued)

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State	Amount
District of Columbia	4,411,525
Florida	1,345,510
Georgia	193,710
Illinois	1,521,835
Indiana	2,683,767
Iowa	438,275
Kentucky	231,250
Louisiana	226,325
Maine	302,500
Maryland	1,686,335
Massachusetts	4,343,914
Michigan	3,018,500
Minnesota	656,548
Missouri	3,830,780
New Hampshire	904,190
New Jersey	2,389,540
New York	25,866,264
North Carolina	155,000
North Dakota	172,000
Ohio	1,486,643
Oklahoma	119,120
Oregon	172,467
Pennsylvania	2,575,228
Rhode Island	686,975
South Carolina	25,000
Tennessee	892,280
Texas	6,902,265
Vermont	358,595
Virginia	8,504,338
Washington	3,857,579
West Virginia	297,580
Wisconsin	939,380
Total	\$99,991,941

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**Table III.7: Supportive Housing
Demonstration Program—Funds
Provided for Fiscal Year 1989 by State
for Permanent Housing**

State	Amount
California	\$1,052,146
Colorado	185,007
District of Columbia	304,498
Georgia	664,692
Illinois	449,376
Kentucky	140,011
Maine	132,238
Maryland	309,284
Michigan	147,025
Mississippi	31,375
New York	706,886
New Jersey	308,300
New Hampshire	1,279,553
Ohio	477,720
Oregon	107,136
Pennsylvania	1,120,317
Rhode Island	699,076
Texas	104,275
Vermont	158,154
Virginia	820,654
Washington	144,199
Wisconsin	605,267
Total	\$9,947,189

Supplemental Assistance for Facilities to Assist the Homeless

How the Program Works

SAFAH is designed to provide two types of homeless assistance: (1) comprehensive assistance for particularly innovative programs meeting the immediate and long-term needs of homeless individuals and families and (2) additional assistance to projects receiving funds under ESG or SHDP.¹

¹SAFAH received appropriated funds only in fiscal year 1987. Consequently, this section does not contain any fiscal year 1989 award information. For descriptions of the ESG program and the SHDP, see our discussion earlier in this appendix.

Comprehensive assistance funds can be used to purchase, lease, renovate, or convert facilities to assist the homeless as well as to provide support services. These services include food, child care, assistance in obtaining permanent housing, outpatient health services, employment counseling, nutritional counseling, security arrangements necessary for the protection of residents, and other services deemed essential for maintaining independent living.

Assistance provided to augment ESG or SHDP funds can be used to meet the special needs of homeless families with children, elderly homeless individuals, or the handicapped. In addition, these funds can also be used to facilitate the transfer and use of underutilized public buildings to assist homeless individuals. However, this funding may only be made available in connection with (1) a project that has been approved for, or has received money under, the ESG or SHDP program; (2) a project for which an application for the ESG or SHDP has been submitted, pending approval, or submitted and denied; and (3) a project for which assistance is sought to acquire property to be used for shelters for homeless families with children.

Over half of the SAFAH projects that received fiscal year 1987 funds used them to acquire or renovate space. Eighteen of these projects also provided support services in the areas of health care, education training, counseling, job placement, help with security deposits and utility assistance, and transportation services. Many of the projects targeted a particular population; these were mostly families or women with children, especially women who were victims of domestic violence.

Decision Process for Providing Funds

The SAFAH program is a competitive grant program for states; metropolitan cities; urban counties; Indian tribes; and private, nonprofit organizations. Applications are submitted to HUD headquarters, which reviews them in two stages. First, applications seeking comprehensive assistance are reviewed and given first priority for funding. Then, if money remains after funding highly ranked projects in this category of assistance, HUD will consider applications that are seeking assistance above that received from the ESG program or the SHDP.

HUD evaluates applications for both types of assistance in a two-tier process whereby a set of threshold requirements must first be met before the application is scored for funding purposes. Examples of these requirements include such things as the applicant's eligibility to receive assistance, the need for the facility or service being funded, and the

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applicant's efforts to obtain other local resources with an explanation as to how these resources are insufficient or unavailable. Having met these requirements, applications are further judged and scored on other criteria. For projects seeking comprehensive assistance, the criteria are

- the extent to which the proposal involves a particularly innovative program;
- the comprehensiveness of the proposal;
- the extent to which the applicant will leverage the money received with other sources;
- the applicant's ability to initiate the proposed activities within a reasonable time and carry out the project through the term of the proposed commitment;
- the extent to which the proposal reflects a clear understanding of the needs of the population it will serve; and
- whether the proposal is supported by a group coordinating a state or local response to homelessness.

For projects seeking additional funding for ESG and SHDP projects, the criteria are

- the applicant's ability to carry out the proposal in a reasonable amount of time and throughout the term of the proposed commitment;
- the extent to which the activity will address one or more unmet special needs of homeless families with children, homeless elderly individuals, or the handicapped;
- the cost effectiveness of the project; and
- whether the project is targeted specifically to homeless elderly individuals or families with children.

Environmental reviews may be required for both types of assistance. The highest ranked projects are those approved for funding.

Table III.8 shows the amount of money authorized and appropriated for fiscal years 1987-89.

Table III.8: Funds Authorized and Appropriated for the Supplemental Assistance for Facilities to Assist the Homeless Program

Funding	Fiscal year		
	1987	1988	1989
Authorized	\$25	\$25	\$10
Appropriated	15	0	0

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HUD awarded its fiscal year appropriation of \$15 million to 45 recipients in 29 states. All of the funds were provided to projects seeking comprehensive assistance.

Homeless Assistance Programs of the Federal Emergency Management Agency

This appendix provides a description of FEMA's homeless assistance program—the Emergency Food and Shelter Program.

Emergency Food and Shelter Program

How the Program Works

FEMA's EFS Program is designed to get funds quickly into the hands of food and shelter providers to alleviate the most pressing needs of homeless persons. The program is not intended to address long-standing issues of poverty but rather to supplement the current pool of resources available to provide emergency food and shelter assistance. The program funds the purchase of food, consumable supplies essential to the operation of shelters and mass-feeding facilities, per-diem sheltering costs, small equipment, limited leasing of capital equipment, utility and rental assistance for people on the verge of becoming homeless, emergency lodging, and minor rehabilitation of shelter facilities.

Providers receiving EFS funds vary in size and the types of services they provide. Services include emergency shelter, prepared meals, groceries and food vouchers, rental/mortgage assistance, and utility assistance. For the most part, the smaller scale providers (those with average operating budgets between \$4,600 and \$26,000) mostly supply emergency food assistance such as groceries, food vouchers, or prepared meals; but in several cases, they also provide rent, mortgage, and utility assistance. Some also provide on-site shelter. Medium-to large-scale providers (those with average operating budgets between \$91,000 and \$1.5 million) more routinely supply shelter, and rent or mortgage and utility assistance in addition to food assistance.

Decision Process for Providing Funds

The Emergency Food and Shelter National Board, which FEMA chairs, determines the local jurisdictions (and territories) eligible to receive funding through a formula which takes into consideration

- the most current 12-month national unemployment rate,
- the total number of unemployed persons within a civil jurisdiction,¹

¹ A civil jurisdiction is generally defined as an area with 50,000 or more inhabitants, usually drawn along county lines.

- the total number of individuals below the poverty level within a civil jurisdiction, and
- the total population of the civil jurisdiction.

The National Board consists of representatives from six national charitable organizations: the United Way of America, which serves as the National Board's secretariat and fiscal agent; the Salvation Army; the National Council of Churches; Catholic Charities, USA; the Council of Jewish Federations, Inc.; and the American Red Cross.

However, before eligible communities are actually awarded money, they must convene a Local Emergency Food and Shelter Program Board. The local board determines the programs and local providers which will receive the funds, monitors performance, and reports back to the National Board as to who the recipients are and how they will use the money. Representatives on the local board are, for the most part, affiliates of the voluntary organizations represented on the National Board. Local boards are also encouraged to expand participation by inviting or notifying other private, nonprofit organizations to serve on the board.

In addition to funds going directly to eligible local jurisdictions, some EFS funds are reserved for state set-aside committees. These committees, with compositions similar to the National Board, make allocation recommendations to the National Board as to which other jurisdictions to fund in their respective states. (Jurisdictions that are already receiving money directly from the National Board are not exempt from receiving additional funding through these state set-aside committees. However, emphasis is placed on areas not previously funded.) This arrangement allows for greater flexibility and regional expertise in determining deserving communities. The National Board makes the final decision and directly awards the money to these additional jurisdictions.

Table IV.1 shows the amount of money authorized and appropriated for fiscal years 1987-89 for the Emergency Food and Shelter Program. Table IV.2 shows the amount of funds provided for fiscal year 1989 by state/territory (including the District of Columbia and the Commonwealth of Puerto Rico).

**Appendix IV
Homeless Assistance Programs of the Federal
Emergency Management Agency**

Table IV.1: Funds Authorized and Appropriated for the Emergency Food and Shelter Program

Dollars in millions			
Funding	Fiscal year		
	1987	1988	1989
Authorized	\$85	\$124	\$129
Appropriated	80 ^a	114	114 ^b

^aThe EFS Program actually had \$125 million available to spend in fiscal year 1987. In addition to its appropriation, P.L. 100-6 transferred \$45 million to the program from FEMA's Disaster Relief Program.

^bThe EFS Program actually had \$126 million available to spend in fiscal year 1989. In addition to its appropriation, P.L. 101-45 transferred \$12 million to the program from HUD's Urban Development Action Grants Program.

Table IV.2: Emergency Food and Shelter Program—Funds Provided for Fiscal Year 1989 by State/Territory

State/territory ^a	Amount
Alabama	\$2,478,256
Alaska	409,689
American Samoa	74,395
Arizona	1,864,706
Arkansas	1,393,455
California	14,438,227
Colorado	2,036,437
Connecticut	905,367
Delaware	272,932
District of Columbia	375,680
Florida	5,723,930
Georgia	2,740,944
Guam	70,645
Hawaii	256,454
Idaho	456,576
Illinois	7,133,460
Indiana	2,370,024
Iowa	740,924
Kansas	627,663
Kentucky	2,243,814
Louisiana	4,136,362
Maine	424,615
Maryland	1,257,479
Massachusetts	1,639,507
Michigan	6,951,067
Minnesota	1,450,950
Mississippi	1,690,191
Missouri	2,149,870

(continued)

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Homeless Assistance Programs of the Federal
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State/territory^a	Amount
Montana	347,222
Nebraska	436,522
Nevada	512,905
New Hampshire	250,000
New Jersey	2,290,337
New Mexico	1,058,347
New York	6,967,330
North Carolina	2,206,377
North Dakota	252,994
Northern Marianas	44,387
Ohio	5,995,305
Oklahoma	1,995,763
Oregon	1,649,721
Pennsylvania	5,098,270
Puerto Rico	1,854,795
Rhode Island	291,758
South Carolina	1,550,095
South Dakota	253,447
Tennessee	2,394,726
Texas	13,711,749
Trust Territory	221,021
Utah	709,147
Vermont	252,409
Virgin Islands	97,526
Virginia	1,507,290
Washington	3,025,415
West Virginia	1,345,678
Wisconsin	1,953,776
Wyoming	264,913
Total	\$124,852,844^b

^aThis table provides the total amounts of money awarded to the state set-aside committees plus eligible localities within each state.

^bThe discrepancy between the total amount of money awarded in fiscal year 1989 and FEMA's fiscal year 1989 appropriation is due to funds used for administrative costs.

Homeless Assistance Programs of the Department of Health and Human Services

This section provides descriptions of HHS' homeless assistance programs. These programs are the Community Demonstration Grant Projects for Alcohol and Drug Abuse Treatment of Homeless Individuals; the Community Mental Health Services Demonstration Projects for Homeless Individuals Who are Chronically Mentally Ill; the Community Mental Health Services for the Homeless Block Grant Program; the Emergency Community Services Homeless Block Grant Program; and the Health Care for the Homeless Program.

Community Demonstration Grant Projects for Alcohol and Drug Abuse Treatment of Homeless Individuals

How the Program Works

This demonstration program, which is administered by the National Institute on Alcohol Abuse and Alcoholism (NIAAA), funds community-based public and nonprofit organizations that provide alcohol and drug abuse treatment and rehabilitation services for individuals with alcohol and/or drug-related problems who are homeless. The purpose of this program is to provide, document, and evaluate successful and replicable approaches to community-based alcohol and/or drug abuse treatment and rehabilitation services. Because little is known about the efficacy of treatment interventions for homeless persons with alcohol and drug abuse problems, and because of the need to develop an effective national strategy, NIAAA places considerable emphasis on the evaluation component of this program. Implementation of an effective national evaluation strategy and the dissemination of the findings will enhance the replicability of each of the demonstration projects funded.

With fiscal year 1987 funds, NIAAA funded nine projects for 2 years. All of the funded projects focus on developing innovative approaches to serving the particular homeless population through such activities as outreach programs in the streets and homeless shelters, intensive-case management, and supportive housing arrangements. Of the nine projects funded, five of NIAAA's awardees provided direct treatment services to

homeless individuals for both alcohol and drug abuse while also providing other types of supportive services, such as housing, medical care, education, and job training. In many cases, the supportive services are provided by the project directly; in others, they are coordinated by case managers at the project but accessed through other programs. Long-term residential housing is provided in three of the projects, while four offer temporary shelter space or "sleep-off" areas. Three projects targeted a specific population such as women with children. According to estimates made in the projects' applications, approximately 3,000 individuals will receive some level of treatment and/or services annually.

Decision Process for Providing Funds

Grants are awarded by the Institute through a review process of experts on alcohol and drug abuse problems. In deciding which projects to fund, the panel focuses on urban areas with large homeless populations and entities with working knowledge of and experience in dealing with the special needs of the target population. The panel assesses the technical merit of the proposals on the basis of criteria which include (1) the extent to which the applicants demonstrate a clear understanding of the scope and range of service needs among the target population; (2) the availability of community resources in the proposed demonstration area; (3) the level of need for the demonstration project in the proposed locality; and (4) prior experience and expertise of the applicant and proposed staff in working with alcohol-dependent, drug-dependent, and/or homeless individuals. NIAAA makes funding decisions based on the assessment by the panel of the proposal's technical merit but also considers whether the proposal focuses on urban areas, the need for geographic distribution in NIAAA's funding decisions, the balance of racial/ethnic populations to be served by proposals considered for funding, and the availability of funds.

As a requirement of the grant, each grantee evaluates its own project, and participates in a national evaluation across all demonstration projects serving the homeless. These evaluations are to provide information for future service efforts and are intended to enhance the replicability of the approaches demonstrated. Twenty-five percent of each award is to be used for evaluation purposes.

Table V.1 shows the amount of funds authorized and appropriated for fiscal years 1987-89. Table V.2 shows the total amount of funds provided for fiscal year 1989 by state.

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Homeless Assistance Programs of the
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Table V.1: Funds Authorized and Appropriated for the Community Demonstration Grants Program for Alcohol and Drug Abuse Treatment for Homeless Individuals

Dollars in millions			
Funding	Fiscal year		
	1987	1988	1989
Authorized	\$10.0	\$0 ^b	\$14.0
Appropriated	9.2 ^a	0 ^b	4.5 ^c

^aP.L. 100-71 appropriated a lump-sum amount of \$50.7 million to HHS for three of its homeless assistance programs combined—Alcohol and Drug Abuse Treatment Demonstration Grants, Mental Health Services Demonstration Projects, and Mental Health Services Block Grant.

^bNo funds were specifically earmarked in fiscal year 1988 for this program. However, P.L. 100-202 authorized and appropriated a lump sum of \$1.37 billion to HHS for alcoholism, alcohol and drug abuse, and mental health programs.

^cNo funds were specifically earmarked for this program in fiscal year 1989. P.L. 100-436 appropriated a lump-sum amount of \$1.58 billion to HHS for alcoholism, alcohol and drug abuse, and mental health programs.

In fiscal year 1987, NIAAA awarded nine 2-year grants. Fiscal year 1989 funds were used only to renew funding to seven of the original nine projects; no new applications for the program were accepted.

Table V.2: Community Demonstration Grants Program for Alcohol and Drug Abuse Treatment for Homeless Individuals—Funds Provided for Fiscal Year 1989 by State

State ^a	Amount
California	\$524,297
Kentucky	722,770
Massachusetts	616,072
Minnesota	519,791
New York	628,673
Pennsylvania	989,967
Total	\$4,001,570^b

^aFunds were provided to demonstration projects located in these states.

^bThe discrepancy between the total amount of funds provided in fiscal year 1989 and the program's fiscal year 1989 appropriation is due to funds used for administrative and evaluation costs.

Community Mental Health Services Demonstration Projects for Homeless Individuals Who Are Chronically Mentally Ill

How the Program Works

The Community Mental Health Demonstration Projects for Homeless Individuals Who Are Chronically Mentally Ill is a competitive grant program which emphasizes the development of two types of demonstration programs: comprehensive service systems for homeless mentally ill adults, and targeted service delivery services for homeless children and adolescents who are severely mentally ill. Administered by the National Institute of Mental Health, the goals of the demonstration projects are to respond comprehensively to the needs of the homeless mentally ill by

- demonstrating a coordinated system of mental health outreach, case management, treatment/rehabilitation, and a range of housing alternatives and other supportive services;
- stimulating cooperation and formal linkages between health, mental health, housing, education, rehabilitation, and social welfare agencies in addressing the multiple needs of homeless mentally ill persons;
- enhancing the capacity of communities to provide effective community-based treatment, rehabilitation, and supportive services for the target population; and
- documenting and evaluating successful and replicable approaches to the provision of coordinated housing, treatment, and supportive services for homeless mentally ill persons.

Although the demonstration projects are community-based initiatives, state mental health authorities are the only eligible applicants. Each applicant, however, has to designate the local organization(s) that would implement the project activities. The Institute awards the grants to state authorities, who, in turn, award the money to local homeless assistance providers.

Previously funded proposals included various provisions for implementing the program goals noted, but optional programs have also been

funded. For example, one currently funded program serves minority populations by providing bilingual staff and translating mental health assessments, while others provide vocational training and job assistance to clients.

Decision Process for Providing Funds

State mental health authorities are the only organizations eligible to submit an application. Applications are for 2-year grants in one local geographic area, serving either homeless mentally ill adults or homeless severely emotionally disturbed children and adolescents.

Applications are reviewed and ranked by a review panel of outside experts. Each application has a primary and secondary reviewer. The criteria by which proposals to serve homeless mentally ill adults are judged include the proposals' ability to provide (1) outreach to eligible individuals in nontraditional settings such as shelters and streets; (2) intensive, long-term case management, including needs assessment and treatment, and service planning; (3) mental health treatment, including screening, diagnosis, and drug and alcohol abuse detoxification and treatment; (4) staffing and operation of supportive living programs where housing provisions are linked with health services; and (5) management and administrative activities to link together these various services. The criteria used to judge proposals to serve the needs of mentally ill children and adolescents are the proposals' ability to (1) provide screening activities to identify unserved children, assess their mental health and other social welfare needs, and refer them to appropriate programs and (2) provide for those who are severely disturbed, and arrange for mental health outreach and intensive-case management.

The results of these evaluations are submitted in writing to the panel. No criterion is weighted as more important in the scoring process. The panel votes on the application and determines a score for each proposal. The proposals are ranked and funded according to these scores.

Two-year grants were awarded at the end of fiscal year 1987 to 12 state mental health authorities. Fiscal year 1987 funds for this program went to nine adult projects and three children's projects. The 12 projects funded in fiscal year 1987 had to apply for renewal funding for an additional 2 years by May 22, 1989. Eight of these were provided renewal funds in September 1989.

Table V.3 shows the amount of money authorized and appropriated for fiscal years 1987-89. Table V.4 shows the total amount of funds provided for fiscal year 1989 by state.

Table V.3: Funds Authorized and Appropriated for the Mental Health Services Demonstration Projects for Homeless Individuals Who Are Chronically Mentally Ill

Dollars in millions			
Funding	Fiscal year		
	1987	1988	1989
Authorized	\$10.0	\$0 ^b	\$11.0
Appropriated	9.3 ^a	0 ^b	4.6 ^c

^aP.L. 100-71 provided a lump-sum amount of \$50.7 million to HHS for three of its homeless programs combined, including this one, for fiscal year 1987.

^bNo funds were specifically earmarked for this program in fiscal year 1988. However, P.L. 100-202 authorized and appropriated a lump-sum amount of \$1.37 billion to HHS for chronically mentally ill programs.

^cP.L. 100-436 provided a lump-sum amount of \$1.5 billion for alcohol, drug abuse, and mental health programs.

Table V.4: Community Mental Health Services Demonstration Projects for Homeless Individuals Who Are Chronically Mentally Ill—Funds Provided for Fiscal Year 1989 by State

State ^a	Amount
Illinois	\$636,183
Michigan	481,212
New York	660,370
Ohio	633,841
South Carolina	649,030
Tennessee	350,073
Vermont	218,029
Virginia	393,617
Total	\$4,022,355^b

^aFunds were provided to demonstration projects in these states.

^bThe discrepancy between the total amount of funds provided in fiscal year 1989 and the program's fiscal year 1989 appropriation is due to funds used for administrative, evaluation, and technical assistance costs.

Community Mental Health Services for the Homeless Block Grant

How the Program Works

The Community Mental Health Services for the Homeless Block Grant Program was created to provide funding to states and territories for a variety of community mental health services to homeless individuals

and those at significant risk of becoming homeless. The program, administered by the Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA), guarantees funds to each state upon applying, provided that the state agrees to provide a defined set of community mental health programs covering a wide range of services for the chronically mentally ill.

Services which must be provided in order to participate in the program include outreach; community mental health services such as crisis intervention; referrals for hospital, primary health care, and substance abuse; case management; and training to outreach workers and other individuals who provide these services to the homeless. Although states must offer all of these services, each program does not have to make available all services at each site.

States differ in how they define and propose to deliver these services. For example, in providing outreach services, several states planned to develop mobile units that are staffed by a variety of professionals including social workers, psychologists, case managers, and nurse practitioners. Other states planned to provide these services through established community sites such as soup kitchens or shelters, as well as at jails and psychiatric hospitals. For example, one state proposed providing 24-hour on-site emergency services at community mental health centers which would be available to persons using shelters. The diversity of proposals from the states reflects their existing services for the homeless in that some states use these funds to enhance existing programs and services while others are just developing programs to target this population.

Decision Process for Providing Funds

ADAMHA awards grants to the states according to a statutory formula. The McKinney Act, as amended, requires that each state, the District of Columbia, and Puerto Rico receive no less than \$275,000 and the four territories (Guam, Virgin Islands, American Samoa, and the Northern Marianas), no less than \$50,000 each. However, because the Congress appropriated less funds than needed to pay these minimum amounts for fiscal year 1989, allotments were reduced and prorated. For fiscal year 1989, each state that applied (including the District of Columbia and Puerto Rico) received \$267,944, while each of the four territories received \$48,717. The McKinney Act, as amended, extended the block grant authority for another 3 years and specified that if the amounts appropriated are insufficient to provide the states with a minimum of

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\$150,000, the distribution formula will be suspended and grants will be distributed as the Secretary deems appropriate.

Funding is not automatic. States must submit an application describing how the funds will be spent and must match every \$3 federal dollars with \$1 dollar from nonfederal public or private sources. States are also required to identify the geographic areas where the greatest number of homeless mentally ill in need of services are located. In previous fiscal years, states complied with the requirement in a variety of ways, but the most widely used method was to estimate the homeless population of an entire state, region, or community and then, by using other appropriate data, estimate that a percentage of these individuals was mentally ill. Estimates of the homeless population were obtained using a variety of methods, including local or statewide surveys of the number of individuals using shelters and other homeless services and national or state homeless rates adjusted to local population rates.

There is no deadline for the application, but money must be awarded by the end of the federal fiscal year in which the funds were made available. For fiscal year 1989, all states applied for their money.

Table V.5 shows the amount of money authorized and appropriated for fiscal years 1987-89. Table V.6 shows the total amount of funds provided to each state and territory (including the District of Columbia and the Commonwealth of Puerto Rico) for fiscal year 1989.

Table V.5: Funds Authorized and Appropriated for the Community Mental Health Services for the Homeless Block Grant

Dollars in millions			
Funding	Fiscal year		
	1987	1988	1989
Authorized	\$35.0	^b	\$35.0
Appropriated	32.2 ^a	11.5 ^c	14.1 ^d

^aP.L. 100-71 appropriated a lump-sum amount of \$50.7 million for three homeless assistance programs, including this one, for fiscal year 1987.

^bThe McKinney Act, as amended (P.L. 100-628), authorized "such sums as may be necessary."

^cNo funds were specifically earmarked for this program. However, P.L. 100-202 appropriated a lump-sum amount of \$1.37 billion to HHS for alcoholism, alcohol and drug abuse, and mental health programs.

^dNo funds were specifically earmarked for this program. However, P.L. 100-436 appropriated a lump-sum amount of \$1.5 billion to HHS for alcoholism, alcohol and drug abuse, and mental health programs.

Table V.6: Community Mental Health Services for the Homeless Block Grant—Funds Provided for Fiscal Year 1989 by State/Territory

State	Amount
Each state	\$267,944
Each territory	48,717

Emergency Community Services Homeless Grant Program

How the Program Works

The Emergency Community Services Homeless Grant Program (EHP), which is operated by the Office of Community Services (OCS), provides grants to states and territories using the Community Services Block Grant (CSBG) allocation formula. State agencies distribute the funds to eligible entities, such as community action agencies, to provide emergency assistance to the homeless.

The McKinney Act states that EHP funds may be used only to (1) expand comprehensive services to homeless individuals to provide follow-up and long-term services to help them make the transition out of poverty; (2) provide assistance in obtaining social and maintenance services and income support services for homeless individuals; (3) promote private-sector and other assistance to homeless individuals; and (4) provide assistance under certain conditions to an individual who has received a notice of foreclosure, eviction, or termination of utility services, in order to prevent him or her from becoming homeless.

Decision Process for Providing Funds

To receive an EHP grant, a state must submit an application to OCS describing the agencies, organizations, and activities that the state intends to support with the funding received. In addition, the application must contain seven assurances signed by the Governor or his/her designee, along with a written plan describing how the state will carry out each assurance. Basically, these assurances restrict how the state may spend the funds it receives. For example, the state must agree that funds will not be used to defray state administrative costs and that not more than 25 percent of the funds will be used for activities to prevent homelessness.

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Funds appropriated for EHP are to be distributed to 57 states and territories that receive funds under CSBG (42 U.S.C. 9901 et seq.), using its allocation formula. In addition, the McKinney Act directs that not less than 1.5 percent of appropriated funds be set aside for federally recognized Indian tribes.

The state must award all of its funds to community action agencies and other entities eligible to receive funds from the state under Section 675(c)(2)(A) of the CSBG Act, organizations serving migrant and seasonal farm workers, and certain other organizations that received fiscal year 1984 CSBG funds from a state under special waiver provisions included in Public Law 98-139. Ninety percent of the amounts must go to eligible agencies and organizations that were providing services to meet the critically urgent needs of homeless individuals as of January 1, 1987. In the event that a state fails to apply for its allocation or submits an application which is not approved, the Secretary of Health and Human Services is to award the state's allocation directly to eligible organizations within the state.

Table V.7 shows the amount of money authorized and appropriated for fiscal years 1987-89. Table V.8 shows the total amount of funds provided for fiscal year 1989 by state/territory (including the District of Columbia and the Commonwealth of Puerto Rico).

Table V.7: Funds Authorized and Appropriated for the Emergency Community Services Homeless Grant Program

Dollars in millions			
Funding	Fiscal year		
	1987	1988	1989
Authorized	\$40.0	\$40.0	\$42.0
Appropriated	36.6 ^a	19.1 ^b	18.9 ^c

^aEHP's appropriation was \$36.8 for fiscal year 1987. However, according to the program manager, \$250,000 was transferred to the Interagency Council on the Homeless.

^bNo funds were specifically earmarked for this program for fiscal year 1988. However, P.L. 100-202 appropriated a lump-sum amount of \$382.3 million to HHS for the Community Service Block Grant Act.

^cNo funds were specifically earmarked for this program for fiscal year 1989. However, P.L. 100-436 provided a lump-sum amount of \$382.2 million to HHS for the Community Service Block Grant Act.

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**Table V.8: Emergency Community
Services Homeless Grant Program—
Funds Provided for Fiscal Year 1989 by
State/Territory**

State/territory	Amount
Alabama	\$360,099
Alaska	79,397
American Samoa	20,217
Arizona	275,476
Arkansas	263,762
California	1,729,789
Colorado	169,759
Connecticut	234,065
Delaware	47,295
District of Columbia	318,615
Florida	563,763
Georgia	521,836
Guam	19,134
Hawaii	80,991
Idaho	52,793
Illinois	916,281
Indiana	282,470
Iowa	209,935
Kansas	158,257
Kentucky	327,105
Louisiana	455,429
Maine	102,488
Maryland	266,115
Massachusetts	483,500
Michigan	719,105
Minnesota	233,478
Mississippi	311,502
Missouri	536,805
Montana	84,705
Nebraska	135,203
Nevada	47,295
New Hampshire	52,511
New Jersey	531,383
New Mexico	186,708
New York	1,684,633
North Carolina	516,437
North Dakota	60,142
Northern Marianas	11,986
Ohio	756,118
Oklahoma	272,365

(continued)

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State/territory	Amount
Oregon	155,424
Palua	16,823
Pennsylvania	821,277
Puerto Rico	817,175
Rhode Island	109,276
South Carolina	298,295
South Dakota	88,318
Tennessee	382,211
Texas	934,109
Utah	81,633
Vermont	54,289
Virginia	310,507
Virgin Islands	26,430
Washington	241,309
West Virginia	217,115
Wisconsin	237,567
Wyoming	47,295
Total	\$18,918,000

Health Care for the Homeless

How the Program Works

This program, administered by the Health Resources and Services Administration (HRSA) of the Public Health Service, makes grants available to provide for the delivery of health services to homeless individuals. Grants are available to local private, nonprofit, and public health organizations for primary health care, substance abuse, and mental health services for the homeless. Projects are generally administered by local public health departments, community and migrant health centers, inner-city hospitals, and local community coalitions.

The program was modeled after a national demonstration program funded by the Robert Wood Johnson/PEW Foundation to provide health care for the homeless. The Johnson Foundation program funded demonstration projects in 19 large cities in 1985 to show that homeless people needed and would accept primary health care services if they were delivered in a dignified manner in outreach settings where homeless persons are located.

Since the passage of the McKinney Act, HRSA has funded 109 projects; approximately half are administered by existing community and migrant health centers and half are administered by nonprofit coalitions, inner-city hospitals, and local public health departments serving the homeless. In the first year of operation, these projects served over 230,000 homeless persons, of which 40 percent were families and run-away/homeless youths, 15 percent were children 14 years and under, and 60 percent were minorities. The services provided by these projects include aggressive outreach efforts to bring health care services to the homeless as well as interdisciplinary, comprehensive health service projects. An interdisciplinary approach brings together primary health, mental health, substance abuse, and social services, which are generally operated by independent agencies in local communities with limited coordination, and builds a more coordinated network.

Decision Process for Providing Funds

Grants are awarded under this program on a competitive basis, whereby applications are reviewed by an expert panel. A 10-member review panel consisting of outside experts votes and recommends funding levels on the basis of the project's adherence to mandated requirements, such as (1) the provision of all legislatively required services; (2) adherence to the goals and objectives of the program; (3) membership in a community coalition; and (4) the justification for the funding level, based on a description of the program's services.

In addition, recipients had to explain how their project would

- provide health services at locations accessible to homeless persons,
- provide round-the-clock access to emergency health services,
- refer homeless persons for necessary hospital services,
- refer homeless persons for needed mental health services unless the services are directly provided,
- provide outreach services to inform homeless individuals of the availability of health services, and
- aid homeless individuals in establishing eligibility for assistance and obtaining services under entitlement programs.

Funded projects had to match 25 percent of project costs with nonfederal sources in the first year and 33-1/3 percent any subsequent fiscal year unless a waiver was obtained. The 1988 McKinney Act amendments allow projects to continue to provide follow-up services to homeless individuals for 1 year after the individuals have been placed in permanent housing.

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Because of low appropriation levels for fiscal years 1988 and 1989, no applications for new projects were considered in fiscal year 1989. The fiscal year 1989 funds were only used to augment the existing 109 projects. The goal was to fund the existing programs as close to fiscal year 1987 levels as possible in order to maintain the same level of services.

Table V.9 shows the amount of money authorized and appropriated for fiscal years 1987-89. Table V.10 shows the total amount of funds provided for fiscal year 1989 by state (including the District of Columbia).

Table V.9: Funds Authorized and Appropriated for the Health Care for the Homeless Program

Dollars in millions			
Funding	Fiscal year		
	1987	1988	1989
Authorized	\$50	\$30.0	\$61.2
Appropriated ^a	46	14.3 ^b	14.8 ^c

^aThese amounts represent only new funds allocated by HHS to the program. The total amount of money available for obligation for fiscal year 1989 was actually around \$45 million, which consists of a total of unobligated funds carried over from fiscal year 1987 plus new funds allocated in fiscal years 1988 and 1989.

^bNo funds were specifically earmarked for this program in fiscal year 1988. However, P.L. 100-202 appropriated a lump-sum amount of \$1.55 billion to HRSA to carry out various programs, including this one. The \$14.3 million allocated to the program was done so at HHS' discretion.

^cNo funds were specifically earmarked for this program in fiscal year 1989. However, P.L. 100-436 appropriated a lump-sum amount of \$1.63 billion to HHS to carry out various HRSA programs. The \$14.8 million allocated to the program was done at HHS' discretion.

Table V.10: Health Care for the Homeless Program—Funds Provided for Fiscal Year 1989 by State

State ^a	Amount
Alabama	\$488,357
Arizona	1,592,902
California	7,564,307
Colorado	590,829
Connecticut	709,916
District of Columbia	1,473,429
Florida	1,583,941
Georgia	730,997
Hawaii	230,496
Idaho	367,388
Illinois	1,849,774
Indiana	245,720
Iowa	513,530

(continued)

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State^a	Amount
Kansas	320,796
Kentucky	441,117
Louisiana	875,000
Maryland	834,743
Massachusetts	1,344,343
Michigan	1,369,340
Minnesota	962,468
Mississippi	147,315
Missouri	1,941,353
Nebraska	158,352
New Hampshire	124,130
New Jersey	1,189,150
New Mexico	263,333
New York	3,883,363
North Carolina	449,372
Ohio	2,001,174
Oklahoma	393,319
Oregon	557,534
Pennsylvania	2,703,493
Puerto Rico	300,000
Rhode Island	257,257
South Carolina	114,930
Tennessee	1,018,879
Texas	2,293,569
Utah	442,739
Vermont	275,025
Virginia	565,929
Washington	1,298,816
West Virginia	201,165
Wisconsin	772,000
Total	\$45,441,590^b

^aAwards were made to private, nonprofit, and public organizations in these states, the District of Columbia, and Puerto Rico.

^bThis figure is the total of new fiscal year 1989 funds allocated to the program plus any funds carried over from fiscal year 1987 by each project.

Homeless Assistance Programs of the Department of Veterans Affairs

This appendix provides descriptions of VA's homeless assistance programs. These programs are the Homeless Chronically Mentally Ill (HCM I) Veterans Program and the Domiciliary Care for Homeless Veterans (DCHV) Program.

Homeless Chronically Mentally Ill Veterans Program

How the Program Works

The HCM I Program, which was initially established and funded through Public Laws 100-6 and 100-322, is designed to meet the specific needs of homeless veterans with chronic mental health problems. With subsequent authorizations from the McKinney Homeless Assistance Act Amendments (P.L. 100-628), VA has funded 43 VA medical care facilities in 26 states (and the District of Columbia) for programs to serve homeless chronically mentally ill veterans.

These programs provide outreach staff and case managers who work closely with community coalitions to locate homeless, chronically mentally ill veterans on the streets, in soup kitchens, and in temporary shelters, and to identify others eligible for care. Once located, the veteran is brought to a VA Medical Center (VAMC), whereby the HCM I Program provides direct clinical care that includes medical and psychiatric assessment and treatment, substance abuse treatment, job counseling, and crisis intervention. Following assessment, some veterans are placed in community-based residential treatment programs such as halfway houses or psychiatric residential treatment centers for psychiatric care, alcohol and drug abuse dependency, and rehabilitation. The VA case managers monitor and supervise care provided to these veterans in the various residential treatment programs.

Decision Process for Providing Funds

VAMCs are the only eligible recipients of HCM I funds. VA funded 43 VAMCs in the first year of the program. Fiscal year 1989 funds were used only to renew funding for these 43 centers; no new centers were funded.

To begin implementing the program, VA sent a request for proposal (RFP) to all of its VAMCs. Each proposal that was submitted was reviewed for (1) its strategy for integrating the VA effort into an existing community,

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or rural, city, or state organization working with the homeless; (2) a description of the specific on-site service delivery efforts needed to initiate contact with the homeless veteran; (3) a description of the facilities that would be available in the community to provide residential treatment; and (4) how the program would be integrated within the VAMCs, focusing on the available resources to provide comprehensive psychiatric and medical workups for the homeless veterans to be served. Additional criteria which VA considered included a project's ability to initiate the program relatively quickly, and its overall quality.

When assessing the proposals, particular consideration was given to the (1) number of homeless veterans to be served by the project, (2) degree of interest expressed by the medical center leadership and participating community coalition, (3) creative innovations which would enhance the value and effectiveness of the project, (4) extent to which integration with other programs would improve the project's quality, and (5) development of statistical data and a tracking system for monitoring purposes.

The proposals were first assessed at VA's regional offices through procedures of their choosing. The results of this assessment were sent to VA in Washington, D.C., where they underwent a second review by an in-house panel. This panel ranked the proposals and presented their recommendations to the Chief Medical Director for final approval.

Table VI.1 shows the amount of money authorized and appropriated for fiscal years 1987-89. Table VI.2 shows the total amount of funds provided for fiscal year 1989 by state (including the District of Columbia).

Table VI.1: Funds Authorized and Appropriated for the Homeless Chronically Mentally Ill Veterans Program

Funding	Fiscal year		
	1987	1988	1989
Authorized	\$5	\$6 ^b	\$36.0 ^d
Appropriated	10 ^a	0 ^c	13.3

^aThe HCMI program received two appropriations for fiscal year 1987. The first, P.L. 100-6, transferred \$5 million from FEMA's disaster relief program. The second, P.L. 100-71, provided supplemental appropriations of \$5 million.

^bP.L. 100-322 authorized \$6 million for fiscal years 1988 and 1989.

^cNo money was specifically earmarked for this program. However, P.L. 100-202 provided a lump-sum amount of \$10.1 billion for medical care for veterans.

^dP.L. 100-628 authorized \$30 million for HCMI and the Domiciliary Care program for homeless veterans. The additional \$6 million was authorized by P.L. 100-322 for fiscal years 1988 and 1989.

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**Table VI.2: Homeless Chronically
Mentally Ill Veterans Program—Funds
Provided for Fiscal Year 1989 by State**

State^a	Amount
Alabama	\$235,000
Arizona	671,723
Arkansas	212,818
California	1,580,173
Colorado	525,379
District of Columbia	408,523
Florida	227,642
Georgia	409,159
Illinois	265,653
Indiana	335,855
Kentucky	332,500
Louisiana	717,404
Maryland	407,440
Massachusetts	191,470
Missouri	1,132,018
New Jersey	249,800
New York	759,462
Ohio	1,164,549
Oregon	426,161
Pennsylvania	621,618
South Carolina	244,677
Tennessee	374,106
Texas	595,217
Utah	160,336
Virginia	237,626
Washington	110,752
Wyoming	320,543
Total	\$12,917,604

^aHCMI money was provided to VAMCs in these states and in the District of Columbia. However, the total does not include \$279,396 awarded to a center in West Haven, Connecticut. The money is for conducting a national evaluation of the program, not to provide services.

Domiciliary Care for Homeless Veterans

How the Program Works

The DCHV Program was established as a specialized treatment component within the existing Domiciliary Care Program administered by VA. The program is a clinical care program that provides less intensive care than

a hospital or nursing home but a higher level than community residential care settings. The program's purpose is to use VA medical facilities to provide primary health, mental health, and social services to homeless veterans or veterans at serious risk of becoming homeless. According to the VA, the veterans admitted into the program are generally socially isolated, unemployed, impoverished, and troubled by a broad spectrum of medical and psychiatric problems, with substance abuse being most prominent among them. The ultimate goal is to help homeless veterans suffering from medical or psychiatric disabilities to function at their highest level of independence in the community.

The VA has established domiciliary care programs for homeless veterans at 20 sites around the country. In November 1987, VA converted beds for domiciliary care in 10 VA facilities in urban areas with significant numbers of homeless veterans. In addition, VA also established specialized homeless veterans treatment programs at 10 existing VA domiciliaries. As of June 1989, over 300 of these domiciliary care beds had been identified as being devoted to homeless veterans.

Existing domiciliaries provide two distinct types of care. Active biopsychosocial rehabilitation targets the physical, mental health, and social impairments which inhibit the patient from reaching an optimal level of functional independence and health. Long-term health maintenance care prevents or delays degradations in health that would, if unchecked, be expected to result from the progression of chronic disease. Small (40- to 100-bed) domiciliaries focus their resources and efforts primarily on providing active biopsychosocial rehabilitation services. Patients found to require long-term health maintenance care would ordinarily be referred to the larger (100-or-more-bed) domiciliaries or to clinically appropriate alternative sources of care.

Services include medical and psychiatric assessments, psychotherapy, substance abuse treatment, skills training, and rehabilitation services. Assistance is also available in finding housing and employment and providing ongoing support once veterans leave the domiciliaries.

Decision Process for Providing Funds

The DCHV Program provided funds to 20 VAMCs during the first year of the program. Fiscal year 1989 funds were used to renew funding to these centers; no new centers have been funded.

To participate in the DCHV program, VAMCs were required to submit applications that described

- how the program would be integrated with and operate in support of existing VAMC services and treatment programs;
- existing medical center programs/activities related to providing care to homeless veterans;
- existing underutilized space that could be redesignated to domiciliary use, specifically discussing renovations that may be necessary to support domiciliary care program operating requirements;
- staffing enhancements that would be required to supplement staff currently assigned to areas proposed for redesignation; and
- actions that would facilitate the activation of domiciliary care beds within 90 to 120 days.

In addition to these criteria, particular consideration is given to (1) the potential number of homeless veterans to be served; (2) the degree of interest expressed by the medical center leadership team and the participating community coalition; (3) the number of geographically contiguous beds/amounts of underutilized space available for redesignation to domiciliary care uses; (4) the rapidity with which the program could be initiated; (5) estimated costs of necessary renovation; (6) creative innovations that would enhance the value and effectiveness of the proposal; (7) the ability to integrate with other existing programs and agencies; and (8) the ability to manage clinical care issues relating to substance abuse, AIDS/HIV infection, post-traumatic stress disorder, and vocational rehabilitation.

The proposals are reviewed by an in-house panel of subject matter experts. Final recommendations are made by the panel and then presented to VA's Chief Medical Director for approval.

Table VI.3 shows the amount of money authorized and appropriated for fiscal years 1987-89. Table VI.4 shows the total amount of funds provided for fiscal year 1989 by state.

**Appendix VI
Homeless Assistance Programs of the
Department of Veterans Affairs**

Table VI.3: Funds Authorized and Appropriated for the Domiciliary Care for Homeless Veterans Program

Funding	Fiscal year		
	1987	1988	1989
	Authorized	\$15	\$0
Appropriated	15	0 ^a	0 ^a

^aNo funds were specifically earmarked for this program for fiscal years 1988 and 1989. However, a lump-sum appropriation was provided for veterans medical care. This amount was \$10.1 billion for fiscal year 1988, provided in P.L. 100-202, and \$10.5 billion in fiscal year 1989, provided in P.L. 100-404. According to VA's budget officer, VA spent \$10.4 million on this program for these fiscal years.

^bP.L. 100-628 provided a \$30 million joint authorization for the program and HCMI.

Table VI.4: Domiciliary Care for Homeless Veterans Program—Funds Provided for Fiscal Year 1989 by State

State ^a	Amount
Arkansas	\$1,034,622
California	867,748
Florida	178,000
Illinois	1,034,622
Kansas	59,200
Mississippi	88,800
New Jersey	689,748
New York	1,876,807
Ohio	1,471,277
Oregon	778,548
Pennsylvania	689,748
South Dakota	59,200
Tennessee	148,000
Virginia	148,000
Washington	1,034,622
Wisconsin	148,000
Total	\$10,306,942

^aThe awards were provided to VA medical centers in these states. However, the total excludes \$60,058 awarded to a center in West Haven, Connecticut. This award was provided to the center to conduct an evaluation of the program, not to provide services.

Homeless Assistance Programs of the Department of Education

This appendix provides descriptions of the Department of Education's homeless assistance programs. These programs are the Adult Education for the Homeless and the Education for Homeless Children and Youth Programs.

Appropriation Cycle for Education Programs Differs From Other McKinney Act Programs

Because the appropriation cycle for the McKinney Act education programs differs from the appropriation cycle for other McKinney Act programs, fiscal year 1989 awards information for these programs was not available at the time of our review. The Congress provides money for the major education programs, including those under the McKinney Act, on the basis of the school year rather than the federal fiscal year in order to give state and local education agencies time to plan for the use of funds. For example, fiscal year 1989 appropriations used for school year 1989-90 became available to the Department of Education for obligation in July 1989 (the last quarter of fiscal year 1989) and remain available until September 30, 1990. Consequently, fiscal year 1989 award decisions had not been completed at the time of our review, which ended in October 1989. Therefore, we have provided information on the status of fiscal year 1988 funds for the McKinney Act education programs which follow.

Adult Education for the Homeless

How the Program Works

The Adult Education for the Homeless Program, a new grant program for statewide literacy initiatives created by the McKinney Act, provides state education agencies with funds to enable them to develop a plan and implement literacy training and basic skills remediation programs for homeless adults. Programs are tailored to the literacy and basic skills needs of the specific homeless population being served by each state and directed toward building cooperative relationships with other service agencies to provide an integrated package of support services. To accomplish this, programs are to include outreach activities, especially interpersonal contacts at locations where homeless persons are known to gather, and outreach efforts through cooperative relations with local agencies that provide services to the homeless such as community-based organizations, Volunteers in Service to America (VISTA), the Adult Basic Education Program, and nonprofit literacy-action organizations.

Decision Process for
Providing Funds

The Department of Education allocated its fiscal year 1988 funds to the 50 states, the District of Columbia, and Puerto Rico on a formula basis. Each state was required to submit a copy of its plan for addressing the education problems of its adult homeless population and a count of the homeless persons to be served in that state. States were funded according to the ratio of individuals in each state who were 16 or older, did not have a certificate of graduation from a school providing secondary education or its equivalent, and were not enrolled in such a school to the total number of those individuals in all states. The minimum grant amount to a state was \$75,000.

Legislative changes were made to this program during fiscal year 1988, changing it from a formula grant program to a discretionary one. The Department developed new program regulations to incorporate these changes and will be implementing them to distribute its fiscal year 1989 money. The comment period for the proposed program regulations ended on June 12, 1989. Final regulations became effective on October 2, 1989. The Department planned to make program funds available in the fall of 1989 so that they could be used during the cold months when shelters are more frequently visited by the homeless.

Table VII.1 shows the amount of funds authorized and appropriated for fiscal years 1987-89. Table VII.2 shows the total amount of funds provided for fiscal year 1988 by state/territory (including the District of Columbia and the Commonwealth of Puerto Rico.)

Table VII.1: Funds Authorized and Appropriated for the Adult Education for the Homeless Program

Funding	Fiscal year		
	1987	1988	1989
Authorized	\$7.5	\$10.0	\$10.0
Appropriated	6.9	7.2 ^a	7.1 ^a

^aNo funds were specifically earmarked for this program. However, P.L. 100-202 and P.L. 100-436 provided lump-sum appropriations for vocational and adult education activities.

**Appendix VII
Homeless Assistance Programs of the
Department of Education**

Table VII.2: Adult Education for the Homeless Program—Funds Provided for Fiscal Year 1988 by State/Territory

State/territory	Amount
Alabama	\$129,363
Alaska	75,000
Arizona	75,000
Arkansas	78,900
California	526,992
Colorado	75,000
Connecticut	75,000
Delaware	75,000
District of Columbia	75,000
Florida	278,126
Georgia	183,112
Hawaii	75,000
Idaho	75,000
Illinois	300,690
Indiana	142,328
Iowa	75,000
Kansas	75,000
Kentucky	133,618
Louisiana	132,225
Maine	75,000
Maryland	108,731
Massachusetts	126,247
Michigan	225,788
Minnesota	81,696
Mississippi	84,493
Missouri	141,298
Montana	75,000
Nebraska	75,000
Nevada	75,000
New Hampshire	75,000
New Jersey	190,714
New Mexico	75,000
New York	472,866
North Carolina	205,437
North Dakota	75,000
Ohio	274,804
Oklahoma	81,347
Oregon	75,000
Pennsylvania	328,965
Puerto Rico	132,704

(continued)

**Appendix VII
Homeless Assistance Programs of the
Department of Education**

State/territory	Amount
Rhode Island	75,000
South Carolina	107,548
South Dakota	75,000
Tennessee	157,740
Texas	411,646
Utah	75,000
Vermont	75,000
Virginia	158,361
Washington	76,283
West Virginia	75,000
Wisconsin	107,978
Wyoming	75,000
Total	\$7,180,000

Education for Homeless Children and Youth

How the Program Works

The Education for Homeless Children and Youth Program provides formula grants to state education agencies (and territories) to enable them to prepare and carry out a state plan to provide for the education of homeless children and youth; establish an Office of Coordinator of Education for Homeless Children and Youth; and carry out policies which shall ensure a free and appropriate public education for homeless children. Unlike most McKinney Act programs, these funds do not provide direct services to the homeless—in this case, homeless school-age children. Rather, the funds establish a coordinator's office and support state efforts in reviewing and revising policies which would otherwise keep homeless children from attending public schools. Funds are provided to the 50 states, the District of Columbia, Puerto Rico, Guam, American Samoa, the Virgin Islands, the Trust Territory of the Pacific Islands, and the Northern Mariana Islands.

Decision Process for Providing Funds

States receive funding on the basis of the basic grant formula under the Chapter 1 Program of the Elementary and Secondary Education Act of 1965. The Chapter 1 Program, as amended by Public Law 100-197, provides financial assistance to meet the compensatory educational needs

**Appendix VII
Homeless Assistance Programs of the
Department of Education**

of educationally disadvantaged children who live in low-income areas and those of migrant parents; Indian children; and handicapped, neglected, and delinquent children. The grant allocation formula is based on the number of (1) school-age children from families below the poverty level, (2) children living in institutions for neglected or delinquent children, (3) foster children, (4) children on AFDC but above the national poverty level, and (5) the state's per pupil expenditure. The minimum state allocation under the program is \$50,000 per year.

To receive funding, states must apply to the Department of Education. The application includes a list of assurances that states will use the funds in accordance with the requirements of the act and all applicable statutes. Additional assurances are that the states will encourage the adoption of promising or innovative education techniques and that they will disseminate information on program requirements and successes throughout the state. States previously funded under this program must include plans outlining provisions for such things as procedures for resolving disputes over the educational placement of homeless children and youth and for maintaining appropriate school records for these children.

Table VII.3 shows the amount of funds authorized and appropriated for fiscal years 1987-89. Table VII.4 shows the total amount of funds provided for fiscal year 1988 by state/territory (including the District of Columbia and the Commonwealth of Puerto Rico).

Table VII.3: Funds Authorized and Appropriated for the Education for Homeless Children and Youth Program

Dollars in millions			
Funding	Fiscal year		
	1987	1988	1989
Authorized	\$5.0	\$5.0	\$5.0
Appropriated	4.6	4.6	4.8

**Appendix VII
Homeless Assistance Programs of the
Department of Education**

**Table VII.4 Education for Homeless
Children and Youth Program—Funds
Provided for Fiscal Year 1988 by State/
Territory**

State/territory^a	Amount
Alabama	\$81,599
Alaska	50,000
American Samoa	50,000
Arizona	50,000
Arkansas	50,000
California	392,330
Colorado	50,000
Connecticut	50,000
Delaware	50,000
District of Columbia ^a	50,000
Florida	173,356
Georgia	108,200
Idaho	50,000
Illinois	186,639
Indiana	62,292
Iowa	50,000
Kansas	50,000
Kentucky	71,971
Louisiana	98,789
Maine	50,000
Maryland	69,676
Massachusetts	95,448
Michigan	158,735
Minnesota	50,000
Mississippi	75,941
Missouri	65,611
Montana	50,000
Nebraska	50,000
Nevada	50,000
New Hampshire	50,000
New Jersey	134,094
New Mexico	50,000
New York	422,401
North Carolina	96,181
North Dakota	50,000
Ohio	145,677
Oklahoma	50,000
Oregon	50,000
Pennsylvania	205,060
Puerto Rico	133,648

(continued)

**Appendix VII
Homeless Assistance Programs of the
Department of Education**

State/territory^a	Amount
Rhode Island	50,000
South Carolina	63,509
South Dakota	50,000
Tennessee	85,897
Texas	267,694
Utah	50,000
Vermont	50,000
Virginia	80,942
Virgin Islands	50,000
Washington	50,100
West Virginia	50,000
Wisconsin	61,210
Wyoming	50,000
Total	\$4,787,000

^aHawaii, Guam, and the Northern Marianas did not apply for funds. The amounts normally allocated to them were reallocated to the other states and territories.

Homeless Assistance Programs of the Department of Labor

This appendix provides descriptions of the Department of Labor's homeless assistance programs. These programs are the Homeless Veterans Reintegration Projects (HVRP) and the Job Training for the Homeless Demonstration Program.

Homeless Veterans Reintegration Projects

How the Program Works

The Homeless Veterans Reintegration Projects are designed to expedite the reintegration of homeless veterans into the labor force. The purposes of the program are to (1) contact and open communication channels with homeless veterans, (2) help homeless veterans take advantage of the other social service benefits for which they are eligible, and (3) assist them in reentering the job market.

This program grew out of a 1-year demonstration pilot program called Jobs for Homeless Veterans, which was funded under the Job Training Partnership Act. The pilot program demonstrated that using outreach workers to interact between homeless veterans and the bureaucracy, which could provide them with needed services, was an effective method of serving this population.

The Department of Labor, through its Office of the Assistant Secretary for Veterans' Employment and Training, has provided grants to 15 projects across the country that demonstrate innovative methods of employing and assisting homeless veterans in this way. The major focus of the current projects is to provide employment and training services such as job counseling, resume preparation, job search assistance, remedial and vocational education, on-the-job training, and job placement. In addition, supportive services deemed necessary to assist a veteran to enter the workforce and to regain self-sufficiency may be provided directly by the project, or by referral to other resources. Such assistance may be for transportation, clothes, or tools needed for employment; or alcohol and drug treatment referrals and psychiatric counseling. The projects also access temporary housing through a variety of resources to assist the veteran returning to work in need of transitional housing.

Decision Process for Providing Funds

The Department awards grants to states, counties, and municipalities although grantees may use other public agencies or private, nonprofit organizations to carry out the demonstration projects. For fiscal year 1989, the Department only provided renewal funding to the 15 projects originally funded in fiscal year 1988.

In funding the original 15 projects, the Department limited the applications to (1) the 35 largest cities and (2) state and local public agencies in jurisdictions which were served through the Jobs for Homeless Veterans Program. This was done for two reasons: to target funds to areas which the Department believed had the largest homeless populations, and to facilitate projects' efforts to develop linkages with other social services and other McKinney Act programs, thus maximizing the amount of funds provided.

The applications were reviewed against four criteria:

- The applicant's understanding of its homeless population and the number of homeless veterans the project would serve.
- The project's approach and design, in particular the proposal's employment focus, outreach services to be conducted by former homeless veterans, and linkages to other community services.
- The extent to which the legislative objectives would be met (i.e., the number of homeless placed in jobs).
- The cost-effectiveness of the proposal (i.e., its use of resources available through other programs and the community).

The proposals were evaluated by the program director, an official from the Department's Employment and Training Administration (ETA), which has overall responsibility for the Department's homeless assistance programs, and an outside consultant who had conducted the evaluation of the Job for Homeless Veterans pilot program. The proposals were scored and ranked, with funding primarily based on the score of each proposal. However, the Department did reserve the right to fund out of sequence if doing so seemed more appropriate, such as to obtain more complete geographic coverage.

Table VIII.1 shows the amount of funds authorized and appropriated for fiscal years 1987-89. Table VIII.2 shows the total amount of funds provided for fiscal year 1989 by state.

**Appendix VIII
Homeless Assistance Programs of the
Department of Labor**

Table VIII.1: Funds Authorized and Appropriated for the Homeless Veterans Reintegration Projects

Dollars in millions			
Funding	Fiscal year		
	1987	1988	1989
Authorized	\$0	\$2.0 ^a	\$2.2 ^a
Appropriated	0	1.9 ^b	1.9 ^b

^aThe authorization for this program was contained in the larger authorization for the Job Training Demonstration Program provided for in P.L. 100-77 and discussed later in this appendix.

^bThe appropriation for this program was part of the larger appropriation for the Job Training Demonstration Program, discussed later in this appendix.

Table VIII.2: Homeless Veterans Reintegration Projects—Funds Provided for Fiscal Year 1989 by State

State ^a	Amount
California	\$236,000
Colorado	100,000
Florida	123,000
Georgia	83,000
Massachusetts	118,000
Michigan	98,000
Missouri	84,000
New York	97,000
Oregon	101,000
Pennsylvania	68,000
Tennessee	130,000
Texas	100,000
Washington	218,000
Wisconsin	49,000
Total	\$1,605,000^b

^aFunds were provided to demonstration projects in these states.

^bThe discrepancy between the total amount of fiscal year 1989 funds provided and the program's fiscal year 1989 appropriation is due to funds used for administrative and evaluation costs.

Job Training for the Homeless Demonstration Program

How the Program Works

The Job Training for the Homeless Demonstration Program, administered by the Department's ETA, provides funds to job-training demonstration projects that serve homeless persons, age 14 years and older. These projects can provide remedial education activities, job counseling, job search services, job training, basic skills instruction, supportive services, outreach, and coordination with related community programs.

The purpose of this demonstration program is to provide information and direction for the future of job-training programs for homeless Americans. One goal is to collect information on the most effective ways to provide employment and training services to homeless persons. Another goal is to learn how states; local public agencies; private, nonprofit organizations; and businesses can develop effective systems of coordination to address the causes of homelessness and meet the needs of homeless persons. To measure the progress toward these goals, each grantee must conduct individual project evaluations and participate in a national evaluation conducted by the Department.

Of the projects supported in the past by the program, most providers offered a variety of services to help homeless persons, focusing on job employment skills (i.e., vocational training) as well as job services (i.e., counseling and job search techniques). In addition, basic skills courses such as remedial math and reading courses are also provided by many programs. Typically, projects incorporated a support services component into their programs, either providing some themselves or referring and coordinating with other programs; some provided housing to their participants. While many programs served all homeless individuals who applied, several did target their programs to certain subgroups, such as families, the mentally ill, and youths.

Decision Process for Providing Funds

Program grants are awarded by a competitive process to eligible grant recipients, which include state and local public agencies; private, nonprofit organizations; private industrial councils; private businesses; and Indian tribes. Applicants' proposals are evaluated on the (1) need for

**Appendix VIII
Homeless Assistance Programs of the
Department of Labor**

the project (the problems of the homeless in the applicant's state/locality to which the project will address itself), (2) project methodology (the project's plan for conducting outreach and coordination as well as a timetable for such activities), (3) evaluation methodology (indicators to measure the success of the project), (4) expected outcomes (the project's accomplishments in concrete and measurable terms), (5) level of effort (resources needed to conduct the project), and (6) organizational capability (the organizational structure of the entity responsible for the project). Because of the multiple problems and needs of many homeless individuals, ETA gives special consideration to proposals specializing in adult job training that provide a continuity of service to individuals from application through the end of the retention-in-employment period. In addition, proposals are to provide matching funds for between 10 to 50 percent of the cost of the project. The funds must come from nonfederal sources.

Table VIII.3 shows the amount of funds authorized and appropriated for fiscal years 1987-89. Table VIII.4 shows the total amount of funds provided in fiscal year 1989 by state (including the District of Columbia).

Table VIII.3: Funds Authorized and Appropriated for the Job Training for the Homeless Demonstration Program

Dollars in millions			
Funding	Fiscal year		
	1987	1988	1989
Authorized	\$0	\$10.0 ^a	\$10.8
Appropriated	0	7.6 ^b	7.6 ^b

^aFor fiscal years 1988 and 1989, this program was authorized a total of \$12 million and \$13 million, respectively. However, \$2 million in fiscal year 1988 and \$2.2 million in fiscal year 1989 were earmarked for the HVRP.

^bFor fiscal years 1988 and 1989, this program was appropriated a total of \$9.5 million. However, \$1.9 million in fiscal year 1988 and 1989 were earmarked for the HVRP.

**Appendix VIII
Homeless Assistance Programs of the
Department of Labor**

Table VIII.4: Job Training for the Homeless Demonstration Program—Funds Provided for Fiscal Year 1989 by State

State^a	Amount
California	\$862,961
Connecticut	249,520
District of Columbia	664,774
Illinois	331,086
Kentucky	856,470
Minnesota	598,495
New Jersey	600,000
New York	595,653
North Carolina	153,184
Ohio	187,891
Oregon	448,207
Pennsylvania	318,729
Tennessee	248,580
Texas	434,059
Virginia	125,829
Washington	133,562
Total	\$6,809,000^b

^aFunds were provided to demonstration projects in these states and in the District of Columbia.

^bThe discrepancy between the total amount of fiscal year 1989 funds provided and the program's fiscal year 1989 appropriation is due to funds used for a national evaluation of this program.

Information on the Interagency Council on the Homeless

This appendix provides information on the purpose and activities of the Interagency Council on the Homeless, an independent council created by the McKinney Act.

Interagency Council on the Homeless

How the Council Works

Title II of the Stewart B. McKinney Homeless Assistance Act created the Interagency Council on the Homeless as an independent organization within the executive branch whose main purpose is to oversee federal homeless programs and to coordinate the delivery of funds and services to those in need. Specifically, the McKinney Act requires the Council to

- review all federal activities and programs to assist homeless individuals;
- reduce duplication of effort between federal agencies' homeless assistance programs;
- monitor, evaluate, and recommend improvements in these programs;
- provide technical assistance to states, local governments, and other private and nonprofit organizations;
- collect and disseminate information relating to homelessness;
- prepare bimonthly bulletins describing resources available to the states and other providers as well as application deadlines for the various federal programs; and
- prepare an annual report to the President and the Congress.

Membership on the Council consists of the heads, or their designees, of 11 cabinet departments; FEMA, ACTION, GSA, and the Postal Service; plus heads of other federal entities as determined by the Council. For example, the Council recently added a designee from the Office of Management and Budget to its membership. The Council members elect a Chair and Vice-Chair; at present, these positions are held by the Secretary of Housing and Urban Development and the Secretary of Health and Human Services, respectively.

The daily operating activities of the Council are managed by an Executive Director, appointed by the Council, and staff hired by the Director. In addition to the headquarters staff, the Council has requested its member agencies to designate coordinators in each of their federal regional offices to assist the Council in carrying out its mandate of providing technical assistance to states, localities, and private nonprofit agencies

**Appendix IX
Information on the Interagency Council on
the Homeless**

on homeless assistance programs. At present, a staff person from each of HUD's regional offices is assigned full-time to act as the Council's lead regional coordinator. Regional coordinators' duties include arranging state and local conferences, holding monthly meetings with other regional coordinators as well as with state and local organizations, responding to inquiries on homeless programs, and submitting weekly reports to the Council on highlights of regional activities.

The Council's activities include publishing bimonthly bulletins (which contain information on programs and application deadlines), newsletters (which provide general information about the Council's activities and topics on homelessness), holding regional conferences that serve as an information network for federal, state, and local groups, and writing its annual report to the Congress.¹

Table IX.1 provides the amount of funds authorized and appropriated for fiscal years 1987-89.

Table IX.1: Funds Authorized and Appropriated for the Interagency Council on the Homeless

Funding	Fiscal year		
	1987	1988	1989
Authorized	\$0.2	\$2.50	\$1.1
Appropriated	0.0	0.75 ^a	1.1

^aThe Council actually received a total of \$950,000 in fiscal year 1988—\$750,000 was transferred from HUD's Supportive Housing Demonstration Program and \$200,000 was transferred from the HHS Task Force on the Homeless.

¹For more information on the Council and its effectiveness, see Status of the Activities of the Interagency Council on the Homeless (GAO/T-RCED-89-16, Mar. 15, 1989), and Homelessness: Additional Information on the Interagency Council on the Homeless (GAO/RCED-89-208FS, Sept. 22, 1989).

Information on the Surplus Property Program

This appendix provides information on the purpose of the Surplus Property Program and a general overview of how the program works.¹

Surplus Property Program

How the Program Works

The purpose of the Surplus Property Program is to make available unutilized and underutilized federal property (federal buildings and other federal real properties, including fixtures) that can be used to assist the homeless. These properties consist of land and buildings in urban and rural areas that may be used for shelters, clinics, storage, or administrative space.

HUD collects information from other landholding agencies about their properties that are unutilized, underutilized, excess, or surplus, and it determines which of the identified properties are suitable to assist the homeless. Suitability criteria have been developed jointly by HUD, GSA, and HHS.

Once suitable properties are identified, HUD publishes a list of suitable properties in the Federal Register with the name and telephone number of contact people from whom interested groups can obtain information about the properties and leasing procedures. Leasing procedures are handled by either HHS or the federal landholding agency, depending on who controls the property.

Budget Information

The McKinney Act did not provide money to the federal agencies to carry out this program.

¹At present, we have an ongoing assignment reviewing this program in more detail.

Cumulative Amounts Provided Under the McKinney Act Programs for Fiscal Year 1989 by State

State/territory	Amount
Alabama	\$4,829,440
Alaska	933,030
American Samoa	205,329
Arizona	8,235,436
Arkansas	4,580,901
California	49,524,630
Colorado	6,216,625
Connecticut	6,662,722
Delaware	814,171
District of Columbia	8,610,988
Florida	16,825,532
Georgia	6,871,594
Guam	175,496
Hawaii	1,125,885
Idaho	1,385,701
Illinois	17,396,543
Indiana	7,307,400
Iowa	2,826,608
Kansas	1,923,867
Kentucky	7,108,850
Louisiana	9,200,078
Maine	1,579,785
Maryland	6,209,947
Massachusetts	13,595,965
Michigan	15,296,716
Minnesota	8,545,370
Mississippi	3,209,561
Missouri	11,134,679
Montana	932,871
Nebraska	1,373,021
Nevada	1,070,144
New Hampshire	3,147,328
New Jersey	10,347,010
New Mexico	2,114,332
New York	50,822,932
North Carolina	4,902,932
North Dakota	972,080
Northern Marianas	105,090
Ohio	17,046,943
Oklahoma	3,574,858

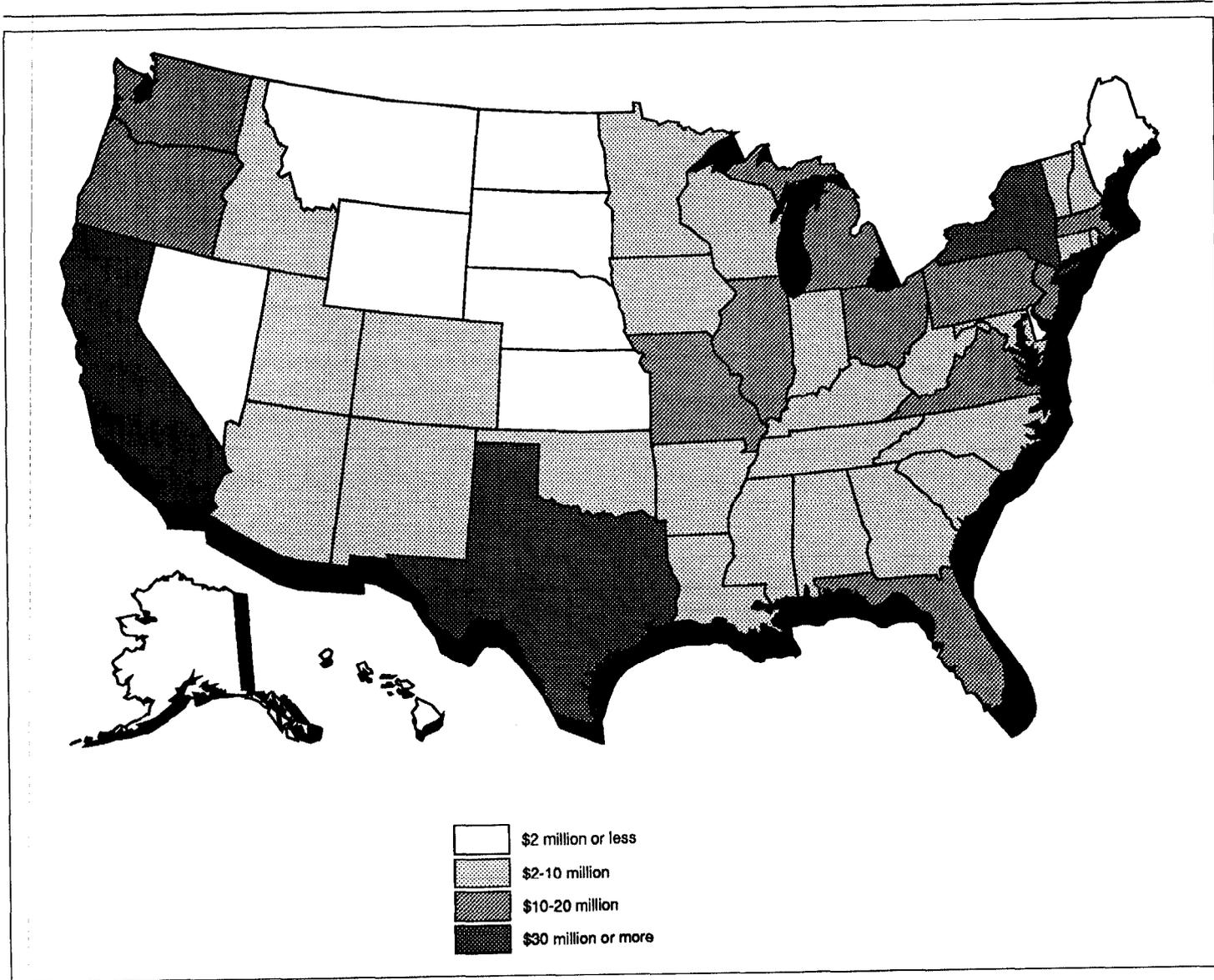
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**Appendix XI
 Cumulative Amounts Provided Under the
 McKinney Act Programs for Fiscal Year 1989
 by State**

State/territory	Amount
Oregon	10,054,982
Palau	16,823
Pennsylvania	18,825,616
Puerto Rico	5,132,266
Rhode Island	6,420,686
South Carolina	7,610,828
South Dakota	907,909
Tennessee	7,658,396
Texas	31,608,927
Trust Territory	221,021
Utah	2,034,799
Vermont	3,105,245
Virgin Islands	254,673
Virginia	15,216,357
Washington	15,394,741
West Virginia	4,428,642
Wisconsin	7,689,162
Wyoming	1,073,695
Total	\$456,397,151^a

^aThis figure does not add to the total appropriated amount for fiscal year 1989 presented in appendix I because, in addition to new funds appropriated in fiscal year 1989, some programs also used carryover funds for their fiscal year 1989 awards.

Map of Cumulative Amounts Provided Under the McKinney Act Programs for Fiscal Year 1989 by State—Regional Distribution



Major Contributors to This Report

Resources,
Community, and
Economic
Development Division,
Washington, D.C.

Judy England-Joseph, Assistant Director
Gene Aloise, Assignment Manager
Janet L. Mascia, Evaluator-in-Charge
Amy Maron, Evaluator
Patricia Metz, Evaluator

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